



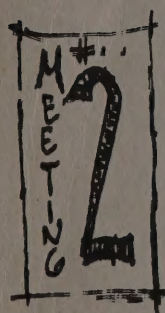
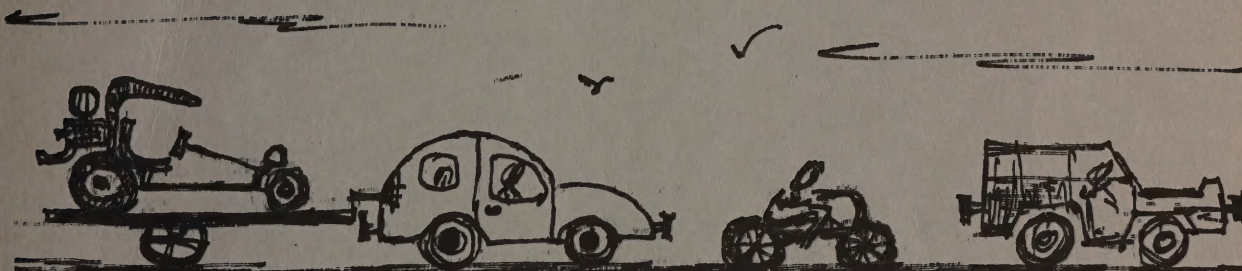
88049417

6251

6251

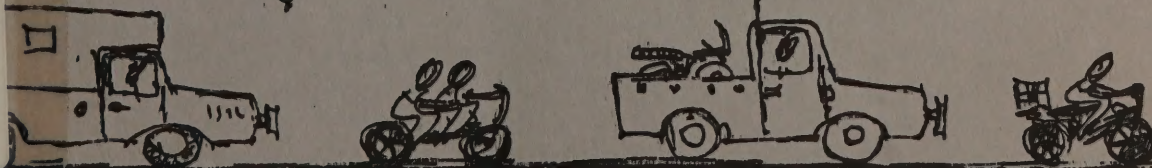
S+T

ORVAC



Minutes of the California
OFF-ROAD VEHICLE ADVISORY COUNCIL
bureau of land management
u.s. department of the interior

GV
191.66
.M448
1969b
c.2



Bureau of Land Management
Library
Denver Service Center

BLM LIBRARY
RS 150A BLDG. 50
DENVER FEDERAL CENTER
P.O. BOX 25047
DENVER, CO 80225

6839228

88049417

GV

191.66

.M448

1969b

C.2

OFF-ROAD VEHICLE ADVISORY COUNCIL
Meeting - August 13, 1969 - Sacramento

AGENDA OUTLINE

OFF-ROAD VEHICLE ADVISORY COUNCIL

Wednesday
August 13
9:00 a.m.

to the

BUREAU OF LAND MANAGEMENT

Opening

Co-Chairman Howard Harris
Co-Chairman J. R. Penny

9:30 a.m.

Council Administration

Co-Chairman Howard Harris

Minutes

Other Business

10:00 a.m.

What Has Been Going On
Since Last Meeting

Co-Chairman Howard Harris
Co-Chairman J. R. Penny

Delmar Vail, Dist. Mgr.,
Folsom

Council
VLM
Pamphlets

MEETING

10:30 a.m.

Evaluation of the Status of
the Off-Road Vehicle Problem
in the West
August 13, 1969 - Sacramento

William G. Leavell, Chief BLM
Donald G. Halasy, Pres. Spec.
Allen C. Techer, Rec. Spec.

PROCEEDINGS

Overview

State

County

Division

Area

How

It

Additional

Comments

11:30 a.m.

Lunch

1:00 p.m.

Inventory of Off-Road Vehicle

Allen C. Techer, Rec. Spec.

1:30 p.m.

What Do We See From Here

Co-Chairman Howard Harris

2:00 p.m.

Adjourn

BLM LIBRARY
RS 150A BLDG. 50
DENVER FEDERAL CENTER
P.O. BOX 25047
DENVER, CO 80225

Bureau of Land Management
Library
Denver Service Center

OFF-ROAD VEHICLE ADVISORY COUNCIL
Meeting - August 13, 1969 - Sacramento

AGENDA OUTLINE

Wednesday
August 13

9:00 a.m. Opening

Welcome and Introductions

Co-Chairman Howard Harris
Co-Chairman J. R. Penny

9:30 a.m. Council Administration

Minutes
Other Business

Co-Chairman Howard Harris

10:00 a.m. What Has Been Going On
Since Last Meeting

Council
BLM
Panoche

Co-Chairman Howard Harris
Co-Chairman J. R. Penny
Delmar Vail, Dist. Mgr.,
Folsom

10:30 a.m. Evaluation of Council State-
ments

BLM Analysis

William G. Leavell, Chief RPM
Donald G. Halsey, Prot. Spec.
Arlen C. Tocher, Rec. Spec.

Overview
Statements
General Agreement
Differing Opinions
Areas Not Yet Covered
How ORVAC statements
fit into developing
management plans.
Additional Council
comments

Co-Chairman Howard Harris

11:30 a.m. Lunch

1:00 p.m. Inventory Form Presentation

Arlen C. Tocher, Rec. Spec.

1:30 p.m. Where Do We Go From Here

Co-Chairman Howard Harris

4:00 p.m. Adjourn

OFF-ROAD VEHICLE ADVISORY COUNCIL

<u>MEMBER</u>	<u>REPRESENTATION</u>	<u>ADDRESS & PHONE NO.</u>
Thomas P. Bates	Dune Buggy Group	Parkhurst Publishing Co. 745 W. Third Street Long Beach, Calif. 90812 213-436-3241
Lawrence Cloyd	Calif. Dept. of Fish & Game	1416 Ninth Street Sacto., Calif. 95814 916-445-9880
Beula Edmiston	Desert Protective Council	5502 Markland Drive Los Angeles, Calif. 90022 213-723-2924
Jack L. Edwards	Calif. Assn. of 4 Wheel Drive Clubs	4405 Pioneer Drive Bakersfield, Calif. 93306 805-366-6946
Howard Harris	Calif. Farm Bureau	7800 Cienega Road Hollister, Calif. 95023 408-637-2643
E. Lamar Johnston	Calif. Cattlemen's Assn.	Box 263 New Cuyama, Calif. 93254 805-766-2266
Dan Kelsay	Enforcement agencies	P.O. Box 858 Modesto, Calif. 95353 209-524-1251 Ex. 421
Alfred H. Kramm	Calif. Outdoor Recreation League	5190 East 28th Street Long Beach, Calif. 90815 213-HA12110
H. F. McMurphy	North Bay Trail Riders	129 Alameda Street Vallejo, Calif. 94590 707-642-9395
Roger K. Mitchell	Sierra Club	1451 Lazy A Drive Bishop, Calif. 93514 714-873-3512
J. R. Penny	Bureau of Land Management	2800 Cottage Way, Rm. E-2841 Sacto., Calif. 95825 916-481-6100 Ex. 2676 or Ex. 2701 (Div. RPM)
Al Schiavon	Calif. Wildlife Federation	3936 E. Turner Avenue Fresno, Calif. 93702 209-485-1447

<u>MEMBER</u>	<u>REPRESENTATION</u>	<u>ADDRESS & PHONE NO.</u>
Ron Sloan	American Motorcycle Assn.	4725 Burgandy Road Woodland Hills, Calif. 91364 213-889-1000
George S. Strauch	Calif. Federation of Mineralogical Societies	20269 Yeandle Avenue Castro Valley, Calif. 94546 415-557-0244
Ray Talbot	Calif. Woolgrowers Association	1232 Talbot Street Los Banos, Calif. 93635 209-826-3725

State Office

J. W. Perry
William G. Lovell
Donald G. Bailey
Arden C. Tether
Bill Mahoney
James Rich
Bala Swisher
George Nielsen

Service Centers

Del Wilson, Denver
Louis Kallish, Denver
John Perry, Portland
Perry Wilson, Portland

District Offices

Robert J. Springer, Berkeleyfield
Max Morgan, Sanatville
Richard L. Thompson, Seattle
Delmar Vail, Polaris
Alan Salton, Utah
Jack W. Wilson, Riverside

Guests:

Lendall Clarke, Regional Director's Office
Temple Reynolds, Bureau of Beaver Recreation, Washington, D.C.
Edward Barker, Bureau of Land Management, State Office, Reno, Nevada
Mrs. Jack L. Edwards
A. C. Langner, Agent of U.S. Fishery

ATTENDANCE

Off-Road Vehicle Advisory Council:

Thomas P. Bates	H. F. McMurphy
Lawrence Cloyd	Roger K. Mitchell
Jack L. Edwards	Al Schiavon
Howard Harris	Ron Sloan
E. Lamar Johnston	George S. Strauch
Dan Kelsay	Ray Talbot
Alfred H. Kramm	Beula Edmiston (absent, due to illness)

Bureau of Land Management:

State Office

J. R. Penny
William G. Leavell
Donald G. Halsey
Arlen C. Tocher
Bill Mahorney
James Ruch
Dale Brubaker
George Nielsen

Service Centers

Del Price, Denver
Louis Bellisi, Denver
John Peavy, Portland
Percy Brown, Portland

District Offices

Robert J. Springer, Bakersfield
Rex Morgan, Susanville
Richard L. Thompson, Redding
Delmar Vail, Folsom
Alan Bellon, Ukiah
Jack F. Wilson, Riverside

Guests:

Kendall Clarke, Regional Solicitor's Office
Temple Reynolds, Bureau of Outdoor Recreation, Washington, D.C.
Richard Barber, Bureau of Land Management, State Office, Reno, Nevada
Mrs. Jack L. Edwards
E. G. Longcor, guest of H.F. McMurphy

OFF-ROAD VEHICLE ADVISORY COUNCIL

Table of Contents

	<u>Page</u>
Welcome and Introductions	1
Howard Harris, Co-Chairman	
J. R. Penny, State Director & Co-Chairman	
Minutes and Other Business	7
Howard Harris, Co-Chairman	
What Has Been Going On Since Last Meeting	12
Howard Harris, Co-Chairman	
J. R. Penny, State Director & Co-Chairman	
Delmar Vail, District Manager, Folsom	
Evaluation of Council Statements	24
William G. Leavell, Chief, Div. Resource Program Management	
Donald G. Halsey, Protection Specialist	
Arlen C. Tocher, Recreation Specialist	
General Discussion on Statements and Committee Approach	48
Inventory Form Presentation	61
Arlen C. Tocher, Recreation Specialist	
Where Do We Go From Here	66
Howard Harris, Co-Chairman	
Committee Designation	66
Howard Harris, Co-Chairman	
Next Meeting Date	68
Appendix	
Statement by Lawrence Cloyd, representing the Calif. Dept. of Fish & Game	73
Statement by Beula Edmiston, representing the Desert Protective Council	76
Statement by Jack L. Edwards, representing the Calif. Assn. of 4-Wheel Drive Clubs	77

	<u>Page</u>
Statement by Howard Harris, representing the California Farm Bureau	80
Statement by E. Lamar Johnston, representing the Calif. Cattlemen's Assn.	87
Statement by Dan Kelsay, representing Law Enforcement agencies	88
Statement by Alfred H. Kramm, representing the Calif. Outdoor Recreation League	89
Statement by H.F. McMurphy, representing the North Bay Trail Riders	98
Statement by Roger K. Mitchell, representing the Sierra Club	106
Statement by Al Schiavon, representing the California Wildlife Federation	109
Statement by Ron Sloan, representing the American Motorcycle Association	111
Statement by George S. Strauch, representing the California Federation of Mineralogical Societies	115
General List of Questions	117
Inventory Use Survey Form	119

Howard Harris: Good morning. I would like to introduce our newest member, Roger K. Mitchell. He replaces Mr. Bill Holden, and represents the Sierra Club. Mitchell has been an active member of the Sierra Club since 1962 and has been an officer in the group. He is an office manager for a firm of insurance adjusters and an outdoor writer and photographer. He has authored two guide books, "Exploring Joshua Trees" and "Death Valley Deep Trails". A third guide book, "Inyo-Lake Deep Trails" will appear in the fall of 1969. Roger, we are glad to have you with us and will be looking forward to your opinions.

I understand that other people may have guests. Mac, I understand you have a guest. Would you like to introduce him?

OFF-ROAD VEHICLE ADVISORY COUNCIL

to the

BUREAU OF LAND MANAGEMENT

2nd MEETING

August 13, 1969

Sacramento, California

PROCEEDINGS

WELCOME AND INTRODUCTIONS

J. R. PENNY

State Director & Co-Chairman

and

HOWARD HARRIS

Co-Chairman

Howard Harris: Good morning. I would like to introduce our newer member, Roger K. Mitchell. He replaces Mr. Bill Holden, and represents the Sierra Club. Mitchell has been an active member of the Sierra Club since 1962 and has been an officer in the group. He is an office manager for a firm of insurance adjusters and an outdoor writer and photographer. He has authored two guide books, "Exploring Joshua Tree" and "Death Valley Jeep Trails". A third guide book, "Inyo-Mono Jeep Trails" will appear in the fall of 1969. Roger, we are glad to have you with us and will be looking forward to your opinions.

I understand that other people may have guests. Mac, I understand you have a guest. Would you like to introduce him?

H.F. McMurphy: Mr. Edward Longcor is here with me today. I have been associated with him for years and I think he can help us very much.

Howard Harris: Russ Penny do you have some introductions you would like to make at this time?

J. R. Penny: Yes. First, we have Temple Reynolds. He is with the Bureau of Outdoor Recreation, Washington, D.C. and is presently on an assignment to work with our Bureau on a recreation program study. From the Bureau's Portland Service Center we have John Peavy who is helping us develop these off-road vehicle procedures, and Percy Brown, Recreation Specialist, who is also doing some work with us. Next, Louis Bellisi and Del Price from the Denver Service Center, who are working on some special procedures for the new recreation regulations. Then, Dick Barber, Recreation Specialist, from Nevada. He is here to observe because of similar problems there.

The Bureau has two centrally located offices called Service Centers. One in Portland and the other in Denver. These Service Centers provide expertise in administrative and technical areas to the Washington Office and the field offices. Lou Bellisi works in the Lands technical program and Del Price in the Recreation program at the Denver Service Center. They, with several other people, form a task force that are making in depth studies on some of the recreation uses related to what we are talking about. One in particular being the development of a special use procedure, including bonding for the type of organized uses we are talking about, such as motorcycle events and this type of use. They are here today because they are searching for advice and ideas in the same area the Council is working. I'm sure we are going to be able to provide them with some of the benefits of our deliberations. Perhaps either Lou or Del would give us a statement.

Del Price: Russ, I think you have outlined our mission well. There are more of us involved in this effort at the Denver Service Center. It is unusual for the Bureau to assign four people to write a manual section to implement but a part of these new recreation regulations,

but I think this is indicative of the importance BLM is putting on this new program that we have. My particular responsibility is with competitive events, rallies, and things of this nature.

Recently a task force composed of Standards and Technology personnel from the Denver Service Center were assigned the responsibility of preparing manual releases which would implement two sections of the new recreation regulations: Concessions, and Sports events, Races and Rallies. Lou Bellisi is the Chairman and I am Co-Chairman. Karl Esplin is providing assistance on determining rental rates, fees, bonds, etc. Myrve Noble is advising on the Soil and Watershed aspects of the assignment.

Our purpose for attending this meeting is to glean ideas which will help us in preparing the manual releases. We are particularly interested in hearing the users viewpoint. We are greatly impressed with the talent which is assembled on this committee. We know of no other place that we could go to get the much needed views of interested user groups.

We are just beginning to assemble data that will assist us in carrying out our assignment. At this point we have not settled on any particular solutions. We want to assure you that our minds are open and receptive to any suggestions you may have. We have reserved Thursday and Friday of this week to field check the areas where the off-highway action has been the greatest and to meet with Bureau and outside people to discuss ways and means of managing off-highway use. We will be pleased to meet with any person or group who is interested in discussing ideas and problems associated with our assignment.

We appreciate the opportunity to meet with you and hope you will feel free to discuss any ideas you have with us.

Howard Harris: Would you be interested in getting together with someone like Ron Sloan from the American Motorcycle Association on the problem from the user's point of view?

Del Price: Yes. Both Lou and I have the rest of the week open and we are hoping to make contacts today. If there are any scheduled racing events, we have the week-end, too.

Ron Sloan: There is an event in Southern California. It is a very short course type of event. I can get together with you after the meeting and fill you in.

J.R. Penny: Del, to what depth are you people going to consider this matter of racing? Are you getting into the procedural aspects of how to manage it? Are you talking in terms of under what conditions or to what extent bonds would be required? Could you give us a little more on what you think might be the extent of your effort.

Del Price: First of all, this assignment is very new and there is much we need to know about this off-highway vehicular use. We are yet uncertain of the depth that we are going to get into. So far, we have identified two problem areas that we are going to have to review in depth; one is the bond requirement issue, the other is on the user fees. How do we set the amount of the bonds? How do we set a user fee? What is the criteria for establishing the user fee? There are cases where we may have user fees and where we won't have user fees. There are cases where the regulations give an option on bonds, so when do you require a bond and when do you not. We are really just beginning to search into these problems.

Howard Harris: Maybe the user groups can fill in a few gaps.

Ron Sloan: I think we should get together and would like to very much. Whether important or not, in the physical running of an event, we do have some interesting things at the moment. The competitive events that your program is geared to, including bonding and fee requirements, only makes up a very small percentage of the total use. There are something like 390,000 non-competitive people to 8 - 10,000 competitive.

Howard Harris: Are you thinking about permits for the non-event type?

Del Price: One of the problems we presently have is that of a very narrow assignment. I am working with the competitive events and rallies and things of this nature and Lou's responsibility is primarily in the concessions field. In talking with the various field people and in

looking into our assignment, we realize now we are not going to be able to work entirely in this narrow channel. We are going to have to look at the overall problem and come back to the sports events later. This is the way I see it evolving now.

Howard Harris: That is exactly right. I think you will find that as you look at it the major users are not the organized groups necessarily and the events may be a small part of the total use.

Del Price: John Peavy from the Portland Service Center is here with us. Perhaps John could explain his assignment and how it ties in with implementation on part of these regulations.

John Peavy: My assignment at the beginning was to prepare a staff study for public lands in all states under BLM administration, including Alaska, on the off-the-road vehicle management phase. Since I am primarily from California, and recently Southern California, I decided that the best place to start would be California because that is where most of the people are, where most of the off-the-road use is on public land and this is where most of the acres for present use are located, outside of Alaska. I have not got into dog sled races, or anything like that, yet. I have been working with Russ' staff getting ready for this meeting. I want to get a picture of the Bureau's entire off-road vehicle use situation, beginning at the hub of the use where we have most of the management difficulties due to high population and demand for areas to use. After we have arrived at guidelines and procedures, as a result of this Council's effort, we can try to adapt these to other areas if applicable.

I have another assignment which is somewhat tied into this; the Bureau's effort on the National Pacific Crest Trail. There has been some money appropriated. The Forest Service is mainly in charge of this program. However, it does cross quite a lot of public land. My job will be to work with the California staff, our own Service Center staff, and I might get into certain aspects on the permits, fees and organized events.

Ron Sloan: Howard, I would like to get together with Del and John later.

Howard Harris: In your study of off-road vehicles I wonder if you include the bulldozer or are you just including the wheel vehicles?

John Peavy: We haven't got quite that far into the concept yet. I included originally, in my mind, horse drawn vehicles, since these have wheels. We will get into that and any track-type vehicles such as those in Alaska. It should include everything that goes off the road, even passenger cars.

Howard Harris: Some people will probably tell you that you shouldn't be limited to the wheel vehicle. I have heard people talk about the horse trails, and the other things that go with it. I think some of us would say when we look at the total problem, you look at the total use.

We will go on to the next thing on the agenda.

MINUTES AND OTHER BUSINESS

HOWARD HARRIS
Co-Chairman

Howard Harris: We listed minutes here, not only to ask if there are any corrections or omissions, and if not they will stand approved as mailed, but to get your reaction to this type of minutes. Is this the type of record of the meeting that you would like? Certainly the staff, as you can see, did a lot of work on it just transcribing from tape and editing. Maybe someone who did a lot of talking got a little slighted. Does anyone have any comments? Al?

Al Kramm: I made the longest comment and got everything in so I am very happy about it.

Howard Harris: Anyone else? Is this the type of thing that you want? I see several people nodding their heads. Any comments, good or bad.

(Several): Very good.

Ron Sloan: Can we cut the cost of it? I'm sure this cost a little bit to put together.

Howard Harris: It might cost more to cut it out than put it in, you know how that goes.

H.F. McMurphy: I believe we have to have this sort of record.

Howard Harris: The opinion seems to be in favor.

Jim Ruch: I can only say that fine editing and sending it out to the individuals to review to cut it down would wind up costing more money.

Howard Harris: Any other questions or comments? We will assume then that this type of record is acceptable; now as to the next minutes. How far do you want to go on that? Do you want to include the statements that were

mailed in? Do you want to include just a summary? Ron?

Ron Sloan: We have the statements to this point. Howard has asked the Bureau to summarize the various statements that we, as individuals, have made. These are in the folder today. The entire statement was good and the summation was even better.

Jack Edwards: I don't think it would be necessary to have all of the statements in there, however, the proceedings from this should be included because they are wonderful for reference.

Howard Harris: Would you put them in as an appendix or something?

H.F. McMurphy: I was thinking that it might be good if these were put into the minutes because I believe these minutes do go to other places and the little additional cost would not be too much.

Lawrence Cloyd: I think if these minutes are going out to other people the statements should be included; if just the members, I see no need for it.

J.R. Penny: We developed 110 copies and sent them to our Washington Office and other groups.

(Several): The statements should be in there, then.

Howard Harris: All right, the statements might be more helpful rather than just the summary of the statements. (Note: Statements are attached as Appendices).

Under other business, we have two items to discuss: the matter of publicity, and dividing the Council into sub-committees. About publicity; Jim Ruch called to discuss the matter of pre-meeting publicity. He asked about inviting news media representatives to the meetings and about news releases. What is the feeling of the Council?

George Strauch: Could we ask Jim to issue press releases for us? Releases that we would decide on?

Howard Harris: Do you want to participate, or just turn it over to him?

George Strauch: Well, we could discuss what we would like in a news release with him. I'd rather do that than invite the press to the meetings.

Howard Harris: This is what Jim and I agreed upon.

Ron Sloan: I am in full agreement with that.

Al Schiavon: I think this is the proper approach; having Jim Ruch write up the releases, rather than invite the press.

Howard Harris: Do you feel that a couple of council members should meet with Jim or should we just turn him loose? Certainly the BLM is responsible for what goes out and will have to have final say. We can't plant information that BLM can't live with. But, perhaps, we could participate. Roger, do you have a reaction?

Roger Mitchell: I would just as soon that we didn't invite news media to the meetings until we get farther along.

H.F. McMurphy: I do not feel it is the proper time to invite the news media because we have not come to any real decisions yet.

Al Kramm: I do think press releases could be worked out that would provide information to the public.

Lamar Johnston: I think you are correct.

Howard Harris: Dan, how does this suit you?

Dan Kelsay: I have no objection to the press. As far as I am concerned, we are a semi-public body and if the press were invited, they probably won't show up, if they do they won't stay any longer than 10 minutes. If you want cooperation from them in the future, I would say let them know what is going on.

Jack Edwards: I agree with Dan. I don't think anything will transpire here that the public shouldn't be aware of.

Howard Harris: Then you would like the news media here?

Jack Edwards: It wouldn't make any difference as far as I am concerned.

Lawrence Cloyd: I have no objection to the news media being here. I doubt that they would want to be present at these meetings just now, because there isn't really any news coming out. But I think that if the news media wants to come to the meetings you might be doing more harm if you turned them down than if you invited them.

Howard Harris: That is correct. No question about that.

J.R. Penny: May I add to Larry's statement that we can't hold closed sessions. It is open to the press and the public. Anybody can come. I think our dialogue here is primarily directed to whether we want to issue a special invitation to the news media, and what type of news releases do we want.

Tom Bates: I will go along with the press releases method at this time.

Ray Talbot: I go along with the group.

Howard Harris: Jim and Russ, I guess you get the picture. As I see it some press releases are in order but not inviting news media specifically at this time, although we won't turn down anyone who wants to attend.

J.R. Penny: Who would you like Jim to work with in developing a release for review? Should it be with the Chairman or some appointed member?

(Several): The Chairman should handle this.

Howard Harris: Jim and I will try it, and see what happens.

Now, on this other thing; breaking down into sub-committees. This has come up on several occasions. There seems to be a consensus that if we are going to get the maximum of participation of the members it could best be done by breaking down into some key committees. This we will discuss under "Where do we go from here"; you will notice that is the last thing on the agenda.

Now, what has been going on since the last meeting?

WHAT HAS BEEN GOING ON SINCE LAST MEETING

HOWARD HARRIS

Co-Chairman

J. R. PENNY

State Director & Co-Chairman

DELMAR VAIL

District Manager, Folsom

COUNCIL

Howard Harris: I will start it out by mentioning that some people said if you elect this guy, Harris, as Chairman, you are going to have the problem of his "pushing". I plead guilty. I came up here and asked the Bureau, "now look, in order to get ready for this next meeting I would like to have you folks prepare a list of summaries of these Council statements so that we don't have to waste a lot of time arguing about what the points are. I would like to have the Bureau pose questions to be answered so that we don't waste a lot of time just housekeeping". So I have been up here on three occasions trying to work out an agenda and an approach. At one stage somebody suggested speakers. We more or less vetoed that, feeling that let's first see what we can do ourselves by getting the maximum amount of participation of the Council. The Bureau has done this, so that will be my report on what has been going on since the last meeting.

Russ is going to also mention some things that have been happening and we are going to have a few minutes discussion on Panoche. As one of the areas of intensive off-road use, it shows an example of some of the things that can be done in developing a management plan. We will look at that and then review what some of the important points are. Russ, will you tell us what has been going on since the last meeting from the BLM point of view?

BUREAU OF LAND MANAGEMENT

J. R. Penny: Much has already been covered. Providing the minutes from our initial exchange-of-information meeting was quite a job, of course, but I think they are a good record of what the Bureau considers to be its problems in the off-road vehicle matter that we have been discussing. It also contains the record of what we consider to be the objectives and functions of the Council. The first meeting developed the start of the views of the members of the Council in a record form that has helped us. Upon receiving the written statements from the Council members in mid-July, these were sent to other members of the Council to begin an interchange of ideas, and expression in preparation for this meeting. The statements have been evaluated by our staff and we will report on them in some length later. In line with how we were to proceed and along with your comments on the inventory techniques and management considerations, we have developed some of our own thinking on inventory procedures and resource management criteria. We just talked about the task force on special use permits, organized events and rallies, and their progress. One of the big jobs that we started into right after the last meeting was the development of natural resource management criteria to be used in the procedures to implement the regulations. These are technical areas such as soils, topography, vegetation, water, seasons of use and the type of things we would consider from a technical standpoint that must be understood before we make the decisions on managing an area of land for any use, and in our area of concern, off-road vehicle use. In developing this, we asked for John Peavy's services to assist us in developing these management criteria and procedures from your statements and our technicians input. We will submit these to you people for overall consideration at a later date. When we get to the subject of "where we go from here" we can discuss this further. No less than three of your reports called attention or requested a definition as to what off-road vehicle use really is. Al Kramm mentioned it several times, for example, and it obviously is important. We will bring this up later.

One of the things that has come to my mind in reviewing some of these statements is that we also must address ourselves to not only off-road use but the use by off-road vehicles in some of our developed areas and road system. In other words, what type of restrictions do we need on vehicular use within organized campgrounds and developed

campgrounds. We must consider speed, noise, use of mufflers, and this sort of thing. Not only in the organized campgrounds or developed campgrounds but also on the trails and roads throughout the public land. I don't mean the highway system or state system, but the roads over public land that are developed and managed by the Bureau.

Perhaps the most significant part of what has gone on since the last meeting and really during the last meeting, was pretty well stated by Howard Harris in his statement when he said, and I quote "by our merely being together, discussing the problems, hearing the other view, part of the problem has already been solved". This, I think, is the biggest accomplishment to date.

Howard Harris: Thank you Russ. Next on the schedule is the showing of what has been going on at the Panoche area. Del Vail, the District Manager from Folsom is going to talk on that.

PANOCHÉ

Del Vail: Howard, I understand that you have some good slides of that area. Maybe we could show those first. Will you narrate?

Slide

Howard Harris: The first slide represents how clear the air is down in the Panoche. This is an example of intensive use on a hill. Those, by the way are motorcycle trails. This is concentrated use and demonstrates erosion after too concentrated a use.

Slide

This is not the Panoche. It is on my ranch, and you notice up near the top, a motorcycle is stuck in a ditch about three feet deep. This could very well be used to demonstrate how destructive motorcycles are, but interestingly enough, this erosion was started by hiking clubs. I had 3,000 hikers on the place one day and when they got through walking up there the ground was bare and the winter rain apparently concentrated in there, and the next year the motorcycle fellows came by and used it, then my hunting club with the 4-wheel vehicles came down it,

and I came down it with my bulldozer; so this shows what happens on a real concentrated use.

Slide

This is near the parking area used in Panoche and shows some of the area of concentrated use where the cyclists begin spreading out.

Slide

This is the hill having the principal concentration of use. There are some mounds in the background caused by a bulldozer on a mining operation. If you look at the dirt moved here, it shows you the total amount of ground that washes into the gullies. I would have to take the side of the motorcycle user in this case and say that the greatest amount of dirt was moved by the bulldozer in the mining operation. This does show what intensive use will do. There was a fellow who leased grazing land for sheep from the BLM in this area and needless to say he gave it up last year. In our local committee, we are recommending that the Bureau doesn't lease it again but set it aside as an intensive area for cycle use.

Lamar Johnston: Explain something to me please. You talk about the bulldozer and his mining operation back on the hill there.

Howard Harris: The mounds in these slides are where they were prospecting for gypsum. Further south there are 64 miles of bulldozing trenching for asbestos.

Lamar Johnston: What is the cover on the soil?

Howard Harris: On a good wet year like last year we had some wild oats and filaree. What you see in the slide is the maximum amount of cover that has been on that area since, I guess, 1925. The principal thing that sheep are after is filaree.

H.F. McMurphy: Is this ground mostly sand?

Howard Harris: It is a fine sandy loam. The problem in the southern area is that there is 8" of rain. The rainfall pattern sometimes comes so quickly the soil has a tendency to wash.

J. R. Penny: Tell me, Howard, as a geologist, what is this area going to look like ten years from now?

Howard Harris: If you were to leave the area under intensive use, wherever you have a trail, you would have a canyon. I don't know whether it would be ten years from now or not. This is why some of us are saying that after intensive use in areas set aside, there would probably have to be some reshaping of the slopes, possibly some drains for water to run off, perhaps some reseeded, perhaps some rotation of use, perhaps letting that hill in the slide alone for a couple of years. This particular picture was taken July 2 and after the closure of April 18. It shows what vegetation regrew after the closure. It is beginning to get pretty dry there, but some of this land will regrow vegetation if you set it aside.

J. R. Penny: Along with Howard's statement, I want to point out that if intensive cycle use were to continue in this area as we see in this picture for another ten years, and I just use that as a figure, that the site would also be unusable for motorcycles, too. Would you say this would be true, Howard?

Howard Harris: Yes. It would depend upon the rainfall in those particular years. But if you encourage water to run down on bare surfaces you end up with a canyon.

Ron Sloan: A diverting ditch during the rainy season across the top of the ridge would keep this from happening wouldn't it?

Howard Harris: I would say it would. But I think what you have to face is that if you eliminate all the cover you are going to have problems.

Jack Edwards: How many acres are involved right there?

Howard Harris: I would say there are about 8 acres. When you look at the total number of acres actually destroyed, it is very minimum.

Jack Edwards: Let me ask you this, too, how many acres of normal vegetation does it take in this particular area to sustain one sheep?

Howard Harris: In this particular area, I don't know about the acres per sheep but I know it is considered one of the finest grazing areas in the country. The Agriculture Extension Service made a count of actual sheep pasturing on the hillside and surrounding area and they gained .95 pounds of meat a day, which is a good gain.

Dan Kelsay: Why did the lessee give up his lease?

Howard Harris: He couldn't fight it. The dust and people bulldozing his lambs and his water tanks shot up; he just figured it just wasn't worth it.

J. R. Penny: You mean disturbing his lambs? You said bulldozing his lambs?

Howard Harris: Yes. Take two guys on a motorcycle; one will jump off and ride the lamb to the ground. This is not general practice but you get two or three fellows doing it, and it can be very destructive.

H.F. McMurphy: If this ground was slightly rotated and planted, how fast will the seed grow? I know on one particular hill we seeded there, you couldn't see any marks on it after the seed grew.

Howard Harris: In some seasons you can get a reseeding, other seasons you get a rainfall that will germinate the seed but if the rainfall doesn't fall you lose your seed. So it is a gamble.

H.F. McMurphy: We are talking about three acres. Now, if this three acres of ground was rotated and the sites were reseeded it is worth the gamble to seed and move around.

Howard Harris: I think this is what will have to be done because when you look at the total area if you were to change your concentrated use then you could have some recovery. Ray Talbot might be more informed on that. What do you think Ray?

Ray Talbot: You mention reseeding. I would like to know what varieties you are talking about and what methods you use to reseed?

Howard Harris: I am talking about crested wheatgrass, on the tops of the ridges, not on the slopes. It has not been demonstrated that seeding really is the answer. Actually leaving it idle is probably the better answer than reseeding.

H.F. McMurphy: Are these annual grasses or perennial grasses?

Howard Harris: Predominately annual grasses.

Howard Harris: If you don't have overstocking, the areas will reseed. We have noticed that in our range management program on our 3,500 acre plot it is the question of the degree of use or severity of use, not necessarily the kind of use for they all can grind it up. Cattle will grind it up and sheep will grind it up and motorcycles and bulldozers.

H.F. McMurphy: One more question - can't this area be disced crossways just as the Forest Service does, and seeded in order to stop erosion, in a very small area, and put this back to its natural state.

Ray Talbot: I think if you disc it, it will all go down the gulch.

Lamar Johnston: Created Wheatgrass has to be drilled in to get a good stand. If you did disc crossways you would do more damage than good.

Howard Harris: The area is too steep. This picture doesn't show you how steep it is. I wouldn't disc it up. I think what we need to do is put out a few plots and try them with everybody's ideas. The conclusions to date

are that some of the natural grasses that occur in the area are hard to beat.

Slide

This is an example on my own farm where the boys went up and down a couple of times on cycles. It is a hill climb operation and they are helping this hill. It used to be full of brush and by rotating this use I eventually hope to have the whole hill in grass. You will notice where it rained we are having some erosion.

Slide

This is another view of the same hill. It gives you an idea how steep it is. We had 395 participants in this hill climb and only one guy made it. They thought it was the ideal hill climb.

Slide

This is an example of how the ruts get a little deeper each year. This cyclist fell in this rut. This again was the same rut that, as I said, was started by hiking clubs walking up this ridge.

This concludes the slide presentation.

Del Vail: I will try to briefly outline what has taken place in the Folsom District concerning off-road vehicle use since we last met.

As you will recall, at the last meeting it was mentioned that we were in the process of developing an off-road vehicle use plan for the New Idria Area. Due to the fast breaking events which occurred in the Panoche Hills area, we have not been able to complete a vehicle use plan for the New Idria Area. We have made periodic checks of the use of this area and have found that off-road use is increasing, just as we knew it would. As yet, this use has been spread over the entire area with no major concentration. We will continue to observe the area to determine how off-road use is affecting it.

At our first meeting, I outlined the Panoche Hills problem. As you know, the Panoche closure began April 18 and was lifted on July 7. During that period there was not one attempt to break this closure. Signs were not shot up, the gate was not damaged, the area was not molested. We were able to develop and implement the interim management plan with the good cooperation of many people and groups. Also, at that meeting I showed you pictures of the area and what was happening there. One of the displays that I brought with me today is a group of three aerial photos of a portion of the Panoche Area. These photos were taken in 1967, 1968 and 1969. Key areas to note for changes have been marked for you to compare. As you may remember, we used a management framework type approach to review the problem and to develop a use plan. Because there was not enough time to develop a complete multiple use plan, we had to develop an interim plan. By the end of this fiscal year, we hope to have completed a full management framework plan for the Fresno-San Benito Planning Unit which includes both the New Idria and Panoche areas.

The proposed Panoche off-road vehicle use plan which was presented to this Council at its last meeting has been partially implemented. I say partially, because we still have a lot of work to accomplish.

In our initial meetings, after the Council meeting, we had some contacts with the user groups and other interested agencies. This Council was represented very effectively by Howard Harris, who helped us put across this program. Through his help and fine work, it really helped our situation. I want to thank you publicly for the help that you gave us.

This plan includes approximately 1,160 acres of intensive use area, 12 miles of access road and 30 miles of trails. The intensive use area and access roads were opened for use on July 7th. It is planned that this portion of the area will be opened year-round. Trail use will be restricted to the period of November 1 through March 31, when fire danger is low.

We developed signs and a brochure to help implement the plan. The intensive use area is encircled with a 30 foot wide fire break. The boundary of this area is further

delineated with signs at 1,700 foot intervals and orange posts at 100 foot intervals. I will pass around pictures of the various signs we have used on the area.

In addition to marking the intensive use area, no vehicle signs were placed at three per mile along the main roads to prevent cross country travel originating from along the road. Other signs were placed indicating the camping and parking area and the rules of the road. All camping and parking are limited to one area.

The California Division of Forestry designed, constructed and placed several different types of fire prevention signs on the area. They also constructed and placed a Johnny Horizon anti-litter sign.

A key component of the plan is the trail system. Prior to the opening of the trails, we will have to obtain funding and manpower to mark the trails. Signs will need to be placed at least 3 per mile to comply with state trespass requirements. This will require a minimum of 90 signs.

In addition to the sign program, we developed a brochure describing the area and giving the rules of the road. I have enough copies of that for each of you to have one. Distribution of this brochure has been just part of our information and education program covering this area.

Several necessary features are lacking. We have been unable to place sanitary facilities on the area or to provide for a periodic trash pickup and cleanup. Under our present level of funding, we are unable to provide these services. A request for additional funds for this work and for implementing the trail portion of the plan has been made.

We are also attempting to evaluate the effectiveness of the vehicle use plan. The entire plan was closely coordinated with interested State agencies and with the various user groups. In addition to the feedback we hope to get from the users of the area, we have also set up a sampling program for the area. One week-end a month we will have a man from the District Office on the area to observe the actual use and to check on compliance with the rules of use that we have established. We are also continuing to use traffic counters on the main access road.

This brings us up to the present time.

Discussion of Panoche Presentation

J.R. Penny: When Howard mentioned the lessee in the area giving up his lease, I recall that he is the person from whom we got access for Panoche across the private land, and this access opened up the area. We were not able to manage or control it so he eventually lost the grazing use. This is the kind of thing we are up against when we talk about getting access into areas and we can't manage it properly. If we had to go back to this man tomorrow and ask him to give access across his private land into another area, we would have a real problem.

Del Vail: Russ, we don't have the problem with him, because like you say, he is out of the picture, but the people living around there saw this happen and we can't even talk to them about it.

Dan Kelsay: Is this the off season for use in this area?

Del Vail: Yes. They are going to the Sierras, not the Panoche.

Jack Edwards: Now, this type of sign that you have come up with, is this going to be universally accepted by the BLM or is this just for this particular area?

Del Vail: This is one of the things being worked on. We do have a review going on in our sign program and I can't answer yes or no to that - it will be considered.

H.F. McMurphy: I think they are the finest bunch of signs I have ever seen.

How much attempt has been made to try to reopen the New Idria Area as far as the County is concerned? I was down there after this bulldozer was run thru there and it was literally impassable. I understand the California Division of Forestry protects this area from fire. Between the California Division of Forestry and the County, does it seem possible that this area could be opened up to relieve the Panoche area?

Del Vail: We did contact them and they said they are having the same problems we are as far as money to put into the area, but they would go in and do what they could. They have not been contacted since.

Ray Talbot: On this brochure you handed out, there is some land, in Section 16, that has the trail bike route through it.

Del Vail: That is the existing trail.

Ray Talbot: Is that deeded or BLM?

Del Vail: It is school land.

Howard Harris: Any other questions? The Panoche area is sort of a pilot program; we certainly have to keep in mind that this is not the program that somebody is promoting for the desert or the country. However, I think it does demonstrate several things that are applicable, state-wide. It shows what you can do when you get cooperation between inter-government agencies and user groups by the BLM. We have had many meetings and I noticed at these, the Agriculture Extension Service, Soil Conservation Service, the user groups, California Department of Fish & Game, law enforcement, Division of Forestry, and people like that. It shows the problem of access, the problems of over-concentrated use, and the use of the seasonal design. You notice the trails will be used only during the green grass **season**. It will be closed during some of the critical fire period. So we have seasonal use and boundary marking - by the way - if anyone wants to comment on the boundary markers, the orange posts 100 ft. apart are about 10 times as many as you need. They are really close together. It also introduces the fact that you can use maps and brochures to help people in need. So much for the Panoche.

Lets get to the evaluation of the Council statements.

EVALUATION OF COUNCIL STATEMENTS

WILLIAM G. LEAVELL

Chief, Div. of Resource Program Mgt.

DONALD G. HALSEY

Protection Specialist

ARLEN C. TOCHER

Recreation Specialist

Howard Harris: We asked the BLM to analyze the statements to see whether there were areas where there were agreement, areas of differing opinions and perhaps areas that we had missed. The Bureau felt this needed discussion.

Bill Leavell, Chief, of Resource Program Management, and Don Halsey, Protection Specialist, and Craig Tocher, Recreation Specialist, are going to handle this. Bill, do you want to preside over this, perhaps, and start the ball rolling on the evaluation of Council statements?

OVERVIEW STATEMENT

William G. Leavell: When we originally developed the agenda we felt that this overview statement would be a presentation of the general overall thoughts contained in the written statements made by the various Council members. However, as I will indicate later, we decided to bring out this information in a different way.

As a result of the first meeting, in June, Council members provided written statements giving the viewpoints of their particular groups specifically on inventory of off-road use, and criteria which should be applied in developing management plans. Many provided comments and suggestions on all phases of off-road use. All of us who have read thru and analyzed your statements are certainly amazed and appreciative at the great amount of thought, concern, and number of ideas provided. (These statements are provided as appendices to these minutes).

As requested, we undertook an analysis of the individual points raised by these statements so that these could be presented to you in a common format for further discussion.

Originally, it was the intent in this analysis of the Council statements to group the comments into two broad categories.

1. One indicating areas of agreement.
2. Another indicating areas of differing opinions.

We also felt that it would be helpful to develop a list of items not covered so that discussion at this meeting would be complete.

However, after evaluating all the statements we realized that in one or another way, nearly all areas were covered. Also, because of the varied backgrounds and interests of the Council members, many excellent items of interest to the whole Council were mentioned by only one or two Council members indicating neither general agreement, or differing opinions. In order that all of you have a chance to comment on each other's ideas, we have developed an approach to accomplish this as part of the analysis we would like to present. Don Halsey will provide this in a few minutes.

In connection with your statements and your concern on how the advice of your Council fits into the BLM management program, we will have Craig Tocher reiterate how the Council's recommendations and counsel will develop into procedures for off-road vehicle use.

However, before proceeding to Don and Craig's presentations, I would like to discuss one other point, which was raised by members of the Council and which Russ mentioned earlier. It deals with the term "Off-Road Vehicle Use". It is probably an excellent idea that we offer a definition of off-road vehicle use at this time.

Definition - Off-The-Road Vehicle Use

"Off-the-road vehicle use may be defined as the operation of mechanized vehicles on trackless areas or non-defined trails or tracks which are used only infrequently."

When we consider the question of a defined road or trail versus a non-defined road or trail, we have used two criteria: (1) notation on the records; (2) frequency of use. A defined road or trail is one which is a matter of record on our BLM road system or on maps or in some way noted in records. A non-defined road or trail would be one which was not so noted. In the matter of frequency, a defined trail would be one which was used with frequency whereas a non-defined trail would be one used only infrequently.

We felt that for the purpose for which this Council is meeting, we need to expand beyond the limited off-road vehicle use definition stated previously because we are not only concerned with what happens in trackless areas or on non-defined trails but also, as Russ mentioned, with what happens with this type of vehicle (off-the-road) in campgrounds, on roads, and on defined trails. So, for the purpose of this Council, we would like to have the following overall definition used: "Off-the-road vehicle use would be the operation of off-the-road types of mechanized vehicles on trackless areas or non-defined trails or tracks which are used only infrequently and on defined roads or trails". This is something that you may wish to discuss later in the session.

I would like now to introduce Don Halsey, our Protection Specialist, who will provide the details of the analysis and who prepared, along with others, the format that you have in your folder.

STATEMENTS AND ANALYSIS

Donald G. Halsey: Council member statements were analyzed by identifying three areas: General Agreement, Differing Opinion, and Areas Not Yet Covered. This resulted in the development and the summarized statements on the form which has been passed out to each of you. This form will be explained in more detail in a moment, but first, I would like to start in the area of General Agreement. Where Council members agreed, their statements were rather general in such categories as the need for an inventory, the need for management criteria, unrestricted use was not generally recommended, the need for public

education, BLM should develop law enforcement capability, designation of special restricted areas, code of ethics, continuation of cooperative approach, and so forth. These ideas are rather broad and difficult to sink your teeth into in analysis of BLM off-road motor vehicle use problems. In the area of Differing Opinion we found that each of the Council members had their own ideas and very seldom did any given statement overlap sufficiently with another's. We developed the ORVAC STATEMENT form so that a consensus of opinion from the group could be obtained in the above areas. Statements made by Council members were abstracted into short sentences. Inadvertently, some of the ideas given in the statements might not be included. Abstracted statement sentences are grouped by Use, as you can see on the form, and such other topics as Law Enforcement, Rehabilitation, Water Pollution and Air Pollution, and so forth. Council members should have this form before them to follow as I go over each item. It is set up so that each Council member can look at the abstracted sentences and by X, either agree or disagree. One noted omission is Unrestricted off-road motor vehicle travel on public land. This should be inserted as the second item under Use. In the orientation of Use items, we started with the extreme of no off-road motor vehicle restrictions on public lands, and ended with the other extreme of intensive control. Starting with Use, I will read each abstracted statement, explaining its meaning if not obvious. Off-road-motor-vehicle is shown on the form as ORMV for brevity.

ORVAC STATEMENTS

1/ORMV = Off-road motor vehicle

STATEMENT	:Agree:	:by X :	COMMENT
<u>Use:</u>	:	:	
ORMV <u>1</u> / travel is important, legitimate use of public land.	:	:	
Unrestricted ORMV travel on public land.	:	:	
Open more closed areas to lessen impact.	:	:	
Natural areas kept small.	:	:	
Protect what we must, alter if necessary.	:	:	
Restrictions kept at minimum.	:	:	
Restrictions developed upon demonstrated need.	:	:	
Continue ORMV travel in un- classified areas.	:	:	
ORMV travel only after class- ification.	:	:	
Do not encourage use until management.	:	:	
Total evaluation before use designation.	:	:	
No ORMV travel which destroys non-replaceable resource.	:	:	
Limit activities which cause natural resource change.	:	:	
Intensive ORMV use confined to small areas.	:	:	
Concentrated use undesirable.	:	:	
Seasonal use to protect resources.	:	:	

ORVAC STATEMENTS

STATEMENT	:Agree: :by X :	COMMENT
Keep land in undestroyed, natural state.	:	Pool ORVs to lessen impact on land.
Use private property, when allowed.	:	Keep ORMV camping areas natural and simple.
Take biological approach to determine ORMV use areas.	:	Provide adequate camping and parking facilities.
Classify use in three classes - protected (all vehicles prohibited), restricted (limited use) and controlled (some restrictions, i.e. for public safety).	:	Law Enforcement: Special activity of rules and regulations as related to ORVs in California.
Watershed areas classified for protection like USFS.	:	Enact reasonable and enforceable regulations and laws.
Travel in protected watershed areas by developed roads only.	:	Restrictions held to minimum.
More BLM management, less disposal.	:	Adequate enforcement by BLM.
Cost of management not to exceed value of benefits derived.	:	Assist BLM in enforcement work short of arrests.
Minimize unnecessary development, commercialism, and artificial treatment of landscape.	:	Carefully screened routes selected by BLM to handle inspections, etc.
Suitable low quality areas developed for ORMV use.	:	Permit system in ORV use.
No private management of public land.	:	Rehabilitation: User participation in public rehabilitation.
Zone for non-compatible use.	:	Rotation and closure for rehabilitation.
Seasonal use to minimize conflict.	:	Water Pollution: Protect by choice of land area rotation.
Council to help resolve conflicts.	:	

ORVAC STATEMENTS

STATEMENT	:Agree: :by X :	COMMENT
Pool ORMVs to lessen impact on land.	:	Keep land in undeveloped state.
Keep ORMV camping areas natural and simple.	:	Use private property when possible.
Provide adequate camping and parking facilities.	:	Take biological approach to determine ORMV use areas.
<u>Law Enforcement:</u>	:	Classify use in three classes -
Special scrutiny of rules and regulations as related to BLM in California.	:	protected (all vehicles prohibited), restricted (limited use), and controlled (some restricted, i.e. for public safety).
Enact reasonable and workable regulations and laws.	:	Watershed areas classified for protection like USFS.
Restrictions held to minimum.	:	Travel in protected watershed areas by developed roads only.
Adequate enforcement by BLM.	:	More BLM management, less fire potential.
Assist BLM in enforcement work short of arrests.	:	Cost of management not to exceed value of benefits derived.
Carefully screened reserve corps, selected by BLM to handle safety inspections, etc.	:	Minimize unnecessary development, commercialism, and artificial treatment of landscape.
Permit system in ORMV use.	:	Suitable low quality areas developed for ORMV use.
<u>Rehabilitation:</u>	:	No private management of public land.
User participation in public land rehabilitation.	:	Zone for non-compatible use.
Rotation and closures for rehabilitation.	:	Seasonal use to minimize conflict.
<u>Water Pollution:</u>	:	Council to help resolve conflicts.
Protect by choice of land and area rotation.	:	Seasonal rotation to new lands.

ORVAC STATEMENTS

STATEMENT	:Agree: :by X :	COMMENT
<u>Air Pollution:</u>	:	:
No oiled or paved trails, but rather proper use to minimize dust.	:	User helps develop systems to minimize damage.
	:	Implement and enforce controls.
<u>Sanitation:</u>	:	:
Water and sanitation facilities furnished.	:	Access to off-road in highway lending.
ORMV campers haul away own garbage.	:	Assure permanent access to their outdoor heritage.
<u>Noise:</u>	:	:
Mufflers required on all vehicles.	:	Keep access roads to minimum narrow widths, avoid cuts, entrance ways identified.
Noise controlled.	:	:
<u>Fire Hazard:</u>	:	:
Seasonal closure of high fire hazard areas.	:	Signs: Mark ORMV use areas properly but not cluttered with signs.
Devices such as spark arrestors mandatory.	:	Private property owner should post boundaries.
<u>Erosion:</u>	:	:
Seasonal closure because of rain.	:	Flammable: Participants pay at each rest.
Uncontrolled ORMV travel causes erosion and other damage.	:	Use fees returned to area management.
<u>Closures:</u>	:	:
Temporary seasonal closures to minimize user conflicts and resource damage.	:	Money collected for use in study feasibility and to pay for user fees.
Certain areas permanently closed.	:	Provide BLM adequate funding and manpower.
<u>Safety:</u>	:	:
ORMV use in improved camping areas controlled.	:	Mostest less to good: Import can on forest ORV.
Volunteer CB radio enthusiasts to help promote safety.	:	:

ORVAC STATEMENTS

STATEMENT	:Agree: :by X :	COMMENT
User helps develop ORMV trail systems to minimize danger.	:	:
Implement and enforce speed controls.	:	:
<u>Access:</u>	:	:
Access to off-road areas planned in highway fencing.	:	:
Assure permanent access to all Americans to their outdoor heritage.	:	:
Keep access roads to minimum, narrow widths, avoid cuts, entrance ways identified.	:	:
<u>Signs:</u>	:	:
Mark ORMV use areas properly but not cluttered with signs.	:	:
Private property owner should post boundaries.	:	:
<u>Finance:</u>	:	:
Participants pay at each meet.	:	:
Use fees returned to area for management.	:	:
Money collected for use by BLM.	:	:
Study desirability and feasibility of user fees.	:	:
Provide BLM adequate funds and manpower.	:	:
Modest fees to good areas.	:	:
Import tax on foreign ORMV.	:	:

ORVAC STATEMENTS

STATEMENT	:Agree: :by X :	COMMENT
Gasoline tax.	:	:
Golden Eagle type program.	:	:
<u>Education:</u>	:	:
Radio and television pushed.	:	:
Vehicle registration.	:	:
Conservation education integrated	:	:
more closely in public school	:	:
curriculum.	:	:
Push Johnny Horizon program.	:	:
Local advisory groups to help	:	:
overcome communications gap.	:	:
Code of outdoor ethics communi-	:	:
cated to people.	:	:
Make known to users cost in	:	:
litterbugging, vandalism, damage.	:	:
Make known to public good manage-	:	:
ment practices.	:	:
Auxiliary units to educate at	:	:
sports shows, county fairs, etc.	:	:
Full use of news media, pamphlets,	:	:
etc.	:	:
Educational programs be instituted	:	:
to inform "off-road" users of the	:	:
regulations and laws.	:	:
Conservation chairman for clubs,	:	:
etc.	:	:

Discussion of ORVAC Statement Form

STATEMENT: Open more closed areas to lessen impact.

Ron Sloan: What are you referring to as closed areas? This is an area that is somewhat foreign to us down in the southern end.

Don Halsey: Closed here means closed like certain National Forest lands, private utility areas, military areas, and others are closed to off-road motor vehicle use, areas other than BLM.

STATEMENT: Travel in protected watershed areas by developed roads only.

Lamar Johnston: You say by developed roads?

Don Halsey: In the protected watershed areas you travel only on roads.

Lamar Johnston: Trails have been established in some Forest Service watershed areas and are under Forest Service supervision. Would this hold true here, too?

Al Schiavon: A developed road would be a developed trail.

Don Halsey: Travel would probably be in a designated area, trail or whatever. Management would dictate where travel would be authorized.

Lawrence Cloyd: I know you took down my statement there. This would be the intent, as I wrote it, to apply to the U.S. Forest Service with recommendations for 4-wheel drive people to adhere to.

STATEMENT: No private management of public land.

Lawrence Cloyd: May I ask a question? Does this mean no concession or no private enterprise?

Don Halsey: My interpretation here is that BLM would take the total role of management of lands including public facilities.

J. R. Penny: No concessionaires?

Don Halsey: Not in this statement.

J. R. Penny: Would that mean no concessionaires to provide facilities such as in developed dune buggy areas? Take Imperial Sand Dunes as an example, where you might have concessionaires providing services and facilities to service the area. Would it apply to that, since that is Service, rather than Land Management?

Ron Sloan: Ask the person who made the statement. I believe it was Mac.

H.F. McMurphy: At the present time we have a number of lakes and a number of areas that private enterprise has taken over solely for the purpose of making money. Whether we like it or not, this is what is done. There is a fantastic charge made for entering. There is a charge for everything that is done there. How, the Forest Service works on an entirely different basis. It would be a sad situation if the Forest Service was put to the same venture as private enterprise which has taken over some of our lakes. I can name Lake Mead and Berryessa, and this is our money, our lakes. If BLM did the same thing -- Now I'm not talking in reference to a little venture, maybe somebody providing a catereria on the land. I am speaking of the ground itself; charged and turned over to private enterprise - we would have one sad situation. This is what was meant.

Lawrence Cloyd: I would like to speak to this. It seems to me because of the amount of BLM land we are talking about here in California that if you are going to do any kind of controlling the land then private enterprise would have to enter into this and under proper regulations formulated by BLM. I think you have to get private business interested in this.

H.F. McMurphy: Are we speaking of control or are we speaking of trying to do something for today, tomorrow, or the future?

Lawrence Cloyd: I know what you are getting at but I'm not saying to sell the land to private enterprise. I think it can be done under proper regulations and BLM controlled supervision.

H.F. McMurphy: Could you give us an example of where this has taken place?

Lawrence Cloyd: I think you have some of this on National Forest land.

Del Price: You have a real good example of this in the Black Hills of South Dakota where about 90 percent of the camp facilities there are provided by private enterprise.

H.F. McMurphy: What is the sole purpose of this private enterprise?

Del Price: Making money.

H.F. McMurphy: I have contacted a number of forestry people around here on this very same thing. We have improved campsites, we have campsites that are not improved, we have charges at various prices, we have private enterprise that has taken over Lake Berryessa and we have private enterprise that has taken over Lake Mead. If you go to Berryessa - in fact, I meant to bring the brochure with me today because it was shocking - it costs you \$2 to go thru a gate. In fact I have a ranch about 2 miles from there. I went down to fill a butane bottle the other day. It cost me \$2 to go thru the gate to fill the bottle. It cost me \$3.50 to get it filled. If you have a boat on your car it will cost you \$1.50 for the boat. If you have a house trailer that you want to park up there, it will cost you - say for example if you have six in the family - \$1,400 a year to park that there. Do we want this on BLM?

Lawrence Cloyd: I think you can cite examples on what it will cost you in one place and cite examples where private management has put it out to the public at a reasonable cost. Now whether you have management charges - if you think BLM will go out here and do all this without costing us anything - then we are fooling ourselves. It will cost you one way or another.

H.F. McMurphy: Do we want that? Do we want these facilities out there in the desert?

Howard Harris: Gentlemen, I think that rather than discussing

each one of these items for a couple of hours, we are going to divide into committees later on and no doubt in appropriate committees I suspect we will get some tremendous ideas and comments. If it is all right with you, gentlemen, we will go on and we will be counting on these statements from the committees.

J. R. Penny: In order to clarify that thought; are we giving this to everyone so that they will respond individually?

Howard Harris: Those of you that don't agree with it, don't mark an X. This in turn will be reflected back when we make a further analysis of these forms, that I think Don is going to explain before he leaves. The office will want these returned with your marking on them so that we can then see the areas of consensus. Then, when we get into the committees and analyze these various areas of consensus, we might refine it further and decide what to do.

Don Halsey: The reason for the "Comment" side on the form is you take a statement and if you don't like it but would agree under certain conditions, then qualify the statement so that it is your idea.

J. R. Penny: May I suggest that the comment section doesn't look like we expect much from you, but the back of the sheets here will give you all kinds of room to elaborate.

STATEMENT: Zone for non-compatible use.

Jack Wilson: You zone for compatible use rather than non-compatible use.

STATEMENT: Certain areas permanently closed.

H.F. McMurphy: You refer to certain areas permanently closed. Is there any particular reason for this?

Don Halsey: Certain watershed areas.

H.F. McMurphy: You mean we are doubling up? We already have this.

Don Halsey: Perhaps there is something that has to be protected such as desert lilies and artifacts.

STATEMENT: ORMV use in improved camping areas controlled.

Lamar Johnston: Are you going to set up a camping area in 400,000 acres of the desert where they will have to camp in one particular area or are you going to have requirements where they park their pickups and camp out as they like?

Ron Sloan: This is an area we will have to talk about a great deal because we are talking about different types of terrain in many sections of California.

Don Halsey: Wherever you would have improved camping, whether it is out in the sticks or along highways, you have people congregated. They might even be spread out.

Lamar Johnston: Some of the people today are camping all over.

J. R. Penny: We are thinking about developed campgrounds and things to consider. Do we want to control speed, noise, and this sort of thing.

STATEMENT: Volunteer CB radio enthusiasts to help promote safety.

Dan Kelsay: We talk about citizen's band radios to promote safety. Why not 4-wheel enthusiasts or bike rider enthusiasts? Why the citizen's band? Where does this come in?

Ron Sloan: I think they are both together. Many 4-wheel drivers are citizen's band radio men.

Lamar Johnston: What that means, since I wrote it, is anyone who has a citizen's band radio.

Don Halsey: In the desert areas, communication is scarce. To provide public safety, CB radios seem really applicable there.

STATEMENT: Golden Eagle type program.

Dan Kelsay: What's the Golden Eagle?

Don Halsey: It is a National \$7 pass which admits holder to public areas such as National Parks and designated public camping areas.

STATEMENT: Conservation chairman for clubs, etc.

H.F. McMurphy: I have a question on that last one. Could you go over it again and clarify it?

Don Halsey: Conservation chairman for clubs -

Jack Edwards: In all of the organized groups that belong to the Calif. Assn. of 4-Wheel Drive Club, each club has one member within their club that is active in conservation work. All this work is coordinated by 3 area chairmen. The 3 individual chairmen in turn work with the coordinator for the state who sets up programs and advises on procedures.

H.F. McMurphy: The only trouble is we are only getting 20% of the people and not the other 80%, who are unorganized.

Jack Edwards: On the other hand, you at least have a representation.

Don Halsey: To conclude this portion of the analysis presentation I would like to mention Areas Not Yet Covered. We found that lacking yet are the specifics in such areas as education, cooperation, and enforcement. If you have anything definite in these areas, please write these additional ideas on the forms. (These Minutes cover only those items in the ORVAC Statement where there was discussion on the specific item). We would like each member to again evaluate these statements. Show agreement by marking an X. If you disagree, place no mark on the paper. If you would like to qualify a statement, make comments. If you would like to add additional ideas, we would appreciate it. Then, if these forms can be returned, checked and with comments, to us within a week they will be consolidated and distributed along with the 2nd meeting minutes.

Ron Sloan: We are stepping over one point with these statements. We all agree or disagree on certain items. We should each probably have 3 of these sheets. If we are talking about similar situations like National Parks or Panoche or what-have-you, certain of these conditions I agree with 100%. But when you are talking of the wide open desert, certainly some of the speed controls and some of the other items do not apply in any way, shape or form. You have to isolate areas that you are talking about.

Don Halsey: You are saying that each of you should have maybe three of these forms so you can qualify statements by areas you are talking about.

Ron Sloan: Yes, and supply sufficient forms for the areas. I think that the desert itself as we know it is basically a different area than what we find in Northern California. In Northern California I would agree with almost all in most cases - in the desert it is a different breed of cat.

Howard Harris: I would say anyone who would like to can have your choice on getting some more or, under comment, state "good except for desert", etc.

Ron Sloan: I am saying that for simplicity and analyzation by the people that read these, that this will save a little separation process.

Howard Harris: There is no question that every time you make a general statement somebody will say - but, but, but. You certainly have to face that and BLM I assume will welcome this kind of analysis.

J. R. Penny: May I say that the procedures that we come up with and adopt for the state as a whole are going to have to be sufficiently general so they are applicable to the state as a whole, and then can have the flexibility for local application. I think this goes back again to the administration of the regional concept whereby in our type of administration using the districts, we will use the procedures with one type of application in the desert as you are referring to, and Jack Wilson would do this, whereas Del Vail at the north would do something different. In doing that, they would be using local conditions, local advice and this sort of thing.

Ron Sloan: You use the word judgment, which is the most difficult word to enforce. You will find this with your building codes throughout the nation. What you can do in California you certainly can't do every place. It becomes a difficult administrative process.

J. R. Penny: I think you pointed out something that is absolutely essential. We understand the need to exercise reasonable judgment and that it is tied into this.

H.F. McMurphy: The Forest Service has the same problems. They have land in the desert, in the Sierras and over on the coast. Each one is different. The campsites are different. Each of these statements will not cover all of the areas all the way through.

Howard Harris: You certainly have to recognize the differences. I would certainly suggest, Ron, if it will be easier for you to turn in two statements - one labeled Desert and one labeled something else then fine, or catch it in the comments. Any other comments?

Don Halsey: The next speaker is Craig Tocher, who will continue in the analysis.

HOW ORVAC STATEMENTS FIT INTO DEVELOPING MANAGEMENT PLANS

Craig Tocher: In reviewing the statements and discussing the Council's efforts with you, we have noted your concern and interest as to how your advice and recommendations will fit together to help produce the procedures we are all working on.

Later we will show you, on a flip chart, how this is all working towards an end result. First, though, while you have been putting together statements on what your particular groups believe ought to be accomplished in inventory procedures, along with criteria for management, and other ideas regarding off-road vehicle use, we have had our various technical specialists in range management, watershed, wildlife, and other fields also preparing inventory and management criteria from their particular natural resource viewpoints. These will be added to the ideas you folks have provided so that we get the user group views and the natural resource management views combined to produce the procedures. Our range specialist, for example, wants to know the class of livestock, season of

use, and other information on animal use in an area being considered for off-road use. They feel the type of vegetation is important, and have many other aspects which they believe should be considered. They feel all this has to be weighed when decisions are being made on off-road vehicle use and whether restrictions are necessary. Our Watershed Specialist notes that criteria related to soils, texture of the soils, the erosion class, degree of slope, and so forth, are necessary. These are all pretty important and that affect such things as the sediment hazard downstream. These are conditions that are going to affect what type of off-road use may be allowed in the area.

We must consider the climate. Maybe the seasons of precipitation will have something to do when off-road use can be allowed in the area. Intensities of the precipitation are extremely critical. Maybe the freeze-thaw records will be a factor because there may be certain times of the year when we don't want vehicles in an area because of this particular impact on soil and watershed. These are just some of the natural resource items that we are putting together and evaluating to see how these statements relate to off-road vehicle use. When we get these worked out, with the information we have from your statements on inventory criteria or things that we need to know, we will put these together and get them to you to look at.

Now, as to how the ORVAC statements fit in to a developing management plan, as was mentioned in the first meeting by Russ and Jesse Lowe. Please look at this flip chart breakdown.

Key: CAPS (ORVAC input)
Small (BLM input)

How ORVAC Statements Fit into the
Developing Management Plan

I. Development of Off-Road Vehicle Use Plan

1. Inventory (existing information)

- (a) Information needed by BLM
(developed through questionnaire and
contacts at the field level)

ORVAC PROVIDES AND/OR SUGGESTS

- (a) INVENTORY FORM EVALUATION
- (b) INFORMATION FROM ORGANIZED GROUPS
(supplied to BLM)

2. Off-Road Vehicle Use Criteria

- (a) BLM provides resource use criteria

ORVAC PROVIDES AND/OR SUGGESTS

- (a) INVENTORY DATA AND METHODS OF OBTAINING IT
- (b) WHERE AND WHERE IT CANNOT BE ALLOWED (USER GROUP
CRITERIA)

II. Implementation of the Management Plan.

1. By BLM (through normal government financed program)

2. By cooperation between:

BLM and PRIVATE

ORVAC (a) SUGGESTS KINDS AND TYPES OF COOPERATIVE
PROGRAMS

3. BY SUGGESTING USER'S FINANCING OF MANAGEMENT
PROGRAM

4. Education

- (a) BLM "Johnny Horizon" type programs

ORVAC (b) SUGGESTS WAYS AND MEANS OF IMPLEMENTING
EDUCATION PROGRAMS

5. Communication

(a) BLM national and state releases

ORVAC (b) SUGGESTS HOW PRIVATE GROUPS CAN DEVELOP

(1) FILMS

(2) NEWS RELEASES

(3) ARTICLES FOR MAGAZINES

III. Enforcement of the Management Plan

1. By BLM through a ranger staff

ORVAC 2. SUGGESTS

(a) STATE OR LOCAL GOVERNMENT INVOLVEMENT

(b) PRIVATE "COURTESY" AND/OR AUXILIARY PATROLS

IV. Financing the Management Plan

1. By BLM appropriations

ORVAC 2. SUGGESTS FINANCING BY

(a) ORGANIZED GROUPS

(b) INITIATING "GOLDEN EAGLE" TYPE FEE PROGRAM

(c) REQUIRING OFF-ROAD VEHICLES TO ACQUIRE
FEDERAL "STAMP" OR "LICENSE".

V. Evaluation of the Management Plan

1. By the BLM

2. BY ORVAC

We thought it might be good to reiterate what your input is in providing procedures and implementing an off-road vehicle use plan. One of the things we were just talking about was the inventory. We are gathering the existing information on off-road vehicle use. Now, the Bureau's input might be by this inventory form that we are developing and perhaps by contacts in the field so that we can find out what is happening on the public domain lands. The Council suggests or provides the inventory format evaluation as you have in your statements. Information from your own organized groups, which can be supplied to BLM will give more data insofar as the inventory procedures go.

With regard to the off-road vehicle use criteria, we are developing, like I just mentioned, our resource criteria, that is applied to the applicable resources that we are managing in developing a management plan. You are providing the user group criteria, and recommending the various considerations that should go into a plan, together with the ways user groups should be involved in the planning process.

Next, and very important is the implementation of the management plan. And we will have ideas from the Bureau on how this could be implemented thru a normal government finance program. Another alternative is cooperation between BLM and the private sector, organized groups and individuals. And the Council can suggest the kinds and types of cooperative programs. You have already started with some ideas you have provided in these statements of what types of programs for implementation might be used. You have suggested types of financing programs, such as by the user fees.

When we get into education, as far as implementation and education of the public - the users - BLM might develop a type of program related to the Johnny Horizon clean up campaign, along the line of education in the use of public lands by off-road vehicles. The Council suggested ways and means of implementing education programs, in your statements. This is a considerable input.

With regard to communications, we have our national and state press releases, and as you have seen on the

Panoche area - a brochure or hand-out. The Council can suggest how the private groups can cooperate in communications. The Council might show how private organization groups could develop films on off-road vehicle use. News releases by the user groups thru their magazines and other articles could help in this area.

When we consider enforcement of this management plan, BLM might possibly do it thru a Bureau ranger staff. This is one alternative. Another is what members of the Council suggest - such as state or local involvement in enforcement procedures, getting local sheriffs or the state highway patrol involved in enforcement. Again, auxiliaries and patrols have been suggested. You are coming up with some excellent suggestions.

When we get into considering the financing of this management plan, one possibility is by BLM appropriations thru Congress. The Council suggests possibly financing by the organized groups and in some way contributing in the organized events. Another suggestion that has been mentioned is initiating a golden eagle type of program. Requiring off-road vehicles to acquire a federal stamp or license before allowing vehicles to go on the public lands, is another suggestion.

Later we will get into the evaluation of this management plan. After it is carried thru the steps of implementation and has been in operation for a year or two, lets see what the results are. We will need an evaluation. BLM will be doing an evaluation as land managers, but we think it would be excellent if the Council also reviewed progress to see what has happened and where we make changes and adjustments.

I hope this will give you an idea of how your input is fitting into providing procedures, developing and implementing a management plan. I want to say that we have spent some time going thru these statements and we are really impressed by the Council and their analysis of the different possibilities. Your different backgrounds resulted in a long list of excellent items. From this we have received a tremendous amount of information that might have been in the back of someone's head but wasn't

really brought out previously. I think that you have done an excellent job in bringint out these ideas for us to evaluate and for you to reevaluate the statements from some of the other individuals. We want to thank you for the effort that you have made in these statements.

GENERAL DISCUSSION ON STATEMENTS
AND COMMITTEE APPROACH

Howard Harris: Are there any comments or questions you might have of Craig? For example, I notice for requiring off-road vehicles to obtain a federal stamp - as I recall, Ron, you were talking about people getting a license, and that type of thing.

Ron Sloan: I was; however, I feel we should discuss this type of thing in committee.

Howard Harris: This was just an example. It will be coming up in committee. And, no doubt, they will have some work cut out for them. I suppose that some of the BLM staff will be available to discuss it also. I, too, would like to add the same statement that Craig made about the thought that has gone into these statements. It seems to me it is a good example of the advantage of getting many different groups together. Now, you will notice we had additional Council written comments. As I understood it, you were running off one from the Cattleman's Association. Is that available?

Craig Tocher: Yes, I will hand it out.

Howard Harris: Any other comments now on the evaluation? We know what our assignment is on filling out the ORVAC summation statement. We want them back in one week, by August 20, right? And what are you going to do with them?

J. R. Penny: These will be used in the development of the management criteria or the procedures that are being prepared with a lot of John Peavy's help and also Craigs. We would like to discuss with you people as to whether you would like to have these draft procedures prior to the next meeting.

Al Schiavon: Howard, I would not be able to have my response to the statement in one week. It will probably be about 2 or 3 weeks before I get it back.

Howard Harris: O.K., fill these out and get them back in the deadline of a week. When you get this analyzed, would the Council like to have a report?

(Several): Yes.

Howard Harris: The majority are shaking their heads, yes. Then we would assume that this would come back to Council members so that those who are working on the sub-committees might probably make use of it.

The next item of business is lunch. Lets think of this while we are at lunch - this matter of breaking down into sub-committees. On what subjects - and so on. As I mentioned earlier, Ron Sloan and I went to dinner together last night and we did some juggling with people's names. We juggled committees, and we thought of committees on education, information and coordination as one possible group. Another possible group was financing and legislation. Another group was management. We have some names we will want to discuss with you this afternoon. You might think during the noon hour what committee you would like to be on. I think this ought to be an optional choice, but we have some ideas for your consideration.

Afternoon Session:

Howard Harris: Let's get down to the gist of the thing now, where we get, perhaps, some participation in more intensive detail by breaking down into committees. Some of us took it upon ourselves to assume so and actually organize some. However, I would like first to have the Council's reaction. Is this what you would like to do? How many think that we should break down into committees? How many think that we should not break down into committees? Question, yes sir.

Lawrence Cloyd: What do you have in mind?

Howard Harris: Assigning some of the questions you found in your folders for statements that you could agree upon in committee and report back again; analyzing on other ideas and eventually coming back with something enlightening.

J. R. Penny: May I suggest a little bit? I wonder, if maybe we shouldn't get to some of the details proposed for discussion under the topic "where we are going from here." And then determine how you want to attack it.

Howard Harris: That's right, where do we go from here?

J. R. Penny: And if you could discuss and follow it that way then decide how you want to attack it, the committee approach you want, then go from there.

Howard Harris: That's right, there are several routes we could take. We can say "Alright, Russ, you have heard from the committee, why don't you go home and write a report"; that's it. An alternate route might be to delve into it a little farther and have participation by the Council with agreement on some statements. Another might be we'll throw out what we have and then evaluate it at a later time. There are many routes we could take. That is why some of us felt that most people who are appointed to Council like to participate and be heard, not just leave it all up to, say, the experts. That is what we have in mind.

Roger Mitchell: Each one of us here represent, more or less, a specialized area of interest and there is a little overlap, perhaps, but most of us are concerned in one central topical area. I am a little concerned in making committees, that all the views may not necessarily come out. For example, on the committees you mentioned before lunch, if I were representing the motorcycle group I would think there are 2 or 3 committees I would be vitally interested in, but there is only one representative from a motorcycle organization and they can't obviously participate in all three committees.

Howard Harris: Oh yes they can. This is one thing brought out this morning. You can participate in as many as you want. It depends on how you handle it. If you are all meeting at the same time, this is true. Certainly, if anybody has an idea, come forth with it and it will be heard, I am sure. I think we want to make it clear, these questions are not limiting to a committee, either, these are just ideas thrown out on the spur of the moment.

This does not necessarily represent all the ideas they have or everybody else has and they certainly shouldn't be limiting.

J. R. Penny: The idea is that as you get into these problems you are going to generate new concepts and areas that you should be attacking that we don't think of at the moment. We think of it being a kind of an open end deal. As of now these are general questions with some possible alternatives that we would ask you to consider for us.

Howard Harris: May I ask Russ, what questions you have in mind. We ought to take an honest look at them. If you have a favorite, something you want to get off your chest, I would say, feel free to do so, you are in the committee. Russ, we certainly don't want to limit ideas, do we?

J. R. Penny: I don't know if everyone has the list of general questions (attached as last appendix). These particular questions do not include management type questions such as technical resource or related criteria that would go into the management procedure. When we get into the procedures we can raise questions on these. We are developing criteria to go into the procedures regarding the management of the resources and lands. Craig went into detail explaining that and we will be developing these and getting them out to you as a draft both individually and as a Council. But we didn't include these on this question list because you can get so involved with the technical aspects of it. We'll develop these on the basis of your response to us so far and on the analysis of the forms that have been handed to you.

This particular list of questions are with the other aspects and they are not all inclusive. We have listed such things as finance, cooperation, coordination, education, information, legislation, regulation, finance. All those general things are covered on this. But not the actual management aspects.

Ron Sloan: In connection with Russ' comments, I can see his point. Would it be possible to set up a management task force committee in such specific areas?

H.F. McMurphy: How far do we plan going into these questions?

Howard Harris: Russ, how far do you want to go?

J.R. Penny: It would be my idea that we could get into the detail and get snarled up with all facets of any one question. I would think that the Council is going to have to address themselves to the individual questions on a rather broad basis.

Howard Harris: Let's talk about finances, what do you have in mind? Do you want the committee to discuss with you the pros and cons of the system for all federal lands, that sort of thing? Are you interested in a reaction of that type?

J. R. Penny: I think that they ought to address themselves to the alternatives as to how the program might be financed, but I think to start with, the Bureau has to give you people something of a framework within which to consider the financing. I think we have to tell you that to do the job that we understand has to be done, it is going to take an organization of such and such, during certain periods of the year and costing so much money. We need to tell you this. Then, I think, with this information you should address yourself to the alternatives toward acquiring that kind of financing. I think we have to consider what are our opportunities in terms of financing thru the regular budgetary process. You've got to consider what can be done in terms of cooperation with the private individual, or the user groups and you have mentioned the permit system.

Some of these financing lines we are talking about in particular affect education, brochures, and some of the other routine things, such as sponsoring groups who may be interested in developing T.V. tapes. All I am doing here is repeating what has been said in the other meeting. I don't think we should get down to the detail of saying "Lets go see so and so or lets get this outfit to give us each ten dollars and such." We don't want to direct ourselves to any specifics like that, but rather to work towards the general objective.

H. F. McMurphy: Let's go back to law enforcement for example and how this law enforcement should be done. Is this what you want? How it can be done, in two or three ways? What is it going to cost? The whole bundle of wax or are you going to frame this up and tell us that you only want so much of this law enforcement.

Howard Harris: Certainly since you have been the one to suggest an auxiliary, this alternative probably should be analyzed. Somebody else has suggested deputizing motorcyclists. That should be analyzed; the pros and cons, how much. The four-wheel drive people have a proposal on how they might do it. These should be in the report and analyzed in committee. Certainly you are not going to come up with the names of all the people that you want to be deputized. What uniforms, or size shoes, but certainly you can come forth with a plan or some alternate.

Ron Sloan: What are we trying to plan?

Howard Harris: An interesting question.

Ron Sloan: Have we arrived at a plan?

Howard Harris: I assume that each of these committees might want to ask Russ to have staff in special fields tell us what the problem is in financing and ask us questions. What are we going to finance will determine how we are going to finance. You will have to assume first that you are not going to get general appropriations changed tomorrow afternoon. You are going to have to look at possibly an emergency route, a long time route and combinations. Any other questions?

Jack Edwards: We better find out what we are going to do before we talk about financing. Financing is fine, but X amount of dollars - what does it mean? It means nothing. I would suggest that we take the thing from the top and start right down the line.

Howard Harris: You mean you don't have in mind some of the things that need financing?

Jack Edwards: How do we know what needs financing? They might decide they want to keep a copter for spot surveys, all sorts of things you get in to this.

Howard Harris: Russ, would you like to give an idea of some of the places you need financing, personnel or material. Somebody told me they are having trouble financing facilities over at Panoche.

J. R. Penny: We can break this down into three areas. One, is the personnel that is needed to manage the program. The second would be what it takes to develop the facilities and other things or what it might take to really carry on an organized campaign if you want, and the third is what it takes to maintain the developments. Now, these are ever changing items and we are not going to be able to say within the scope of this year's operations what we are going to have to look forward to in terms of maintenance and development on this. This will have to be the subject of the development of a master plan which provides these cost estimates.

Jack Edwards: What I meant, Russ, is what are you going to need, a hundred men or a thousand men, ten campgrounds, or fifty campgrounds.

Howard Harris: He can possibly employ all the people that we have money for. He can build all the facilities that we have money for. He can maintain all the facilities that he has money for. That is going to be obvious. For example, if they decide they are going to develop a recreation area, well, under the present plan there is nobody there for supervision, nobody for maintenance, nobody for anything.

Jack Edwards: We have to start out without a complete management plan, with the assumption if they are going to come out with any kind of a master plan, it is going to cost BLM a certain amount of money, regardless of whether it is one thousand dollars or a million dollars. If this is a valid assumption, don't try to figure out how many men you have to have. Which is the best way, to finance the

master plan, by permit, licensing, gasoline tax. There have been several suggestions made on this sheet, which is the best way to go about financing the program, regardless of the size of it.

Howard Harris: Well, we actually have a present program that isn't financed. Start right there. We are opening the Panoche area. At Panoche there is nobody there but weekends once in a while; nobody in hundreds of these places we are talking about opening. There are no funds for restrooms, drinking water facilities, or anything.

J. R. Penny: In answer to your question as to what we need, the District Managers and our staff in the State Office can sit down and give a pretty good idea of what we could do now if we had the proper organization. I asked John Peavy, who was in the Riverside District a year ago, how many races they had there last year. He said about sixty organized races. We are going to have to spend some time assisting in the layout of the courses, and then actually policing of the area. After a race we will have to determine what has to be done because of the maintenance. Then there is the general enforcement work in addition to this. We can come to some general conclusions as to what we need now. When it comes to the developing of details, you recognize we are painting with a real broad brush. We are taking care or attempting to take care of the most important problems first, in terms of priorities. When we do sit down and start to plan in terms of the long haul, then we are going to start talking of a real detailed inventory so we can get better acquainted with what our total problem is. We are going to know more about our enforcement needs then. We are going to know what facilities we really do need to service all these uses, and by that time, too, we will know what it takes to maintain these areas. As we learn these things, we will build to our plan, and as we build to it, we will know what our personnel and funding needs are. But we can't possibly give you any of these details today, or this year, but we can certainly tell you what our high priority needs are, on a broad basis.

Dan Kelsay: May I ask a question? I'm curious. We are an advisory group. If we advise against opening an area, how much support would this have?

J. R. Penny: As I said in my opening statement, the objectives and functions of this Council are to advise in terms of methodology and procedure, and so I am assuming that you are not talking about this particular Council, but instead, perhaps, of a local group, because I think I mentioned at that time that when it got to the point where we would be implementing the procedures that are developed, it would be done on a regionalized or local basis with the counseling of local people, depending upon what the needs were. When we say counseling, don't misunderstand me that we are going to abdicate our responsibility because we can't. We are charged by law to administer the lands and, therefore, we have to administer them. But we are serious and sincere when we go to the local groups in that we recognize what they can offer us and what we can offer them in terms of exchanges of ideas, and we don't take advice lightly. We take it; we don't say that we will always follow it, but we will say that we will consider it real seriously with the idea of coming up with what is the best reasonable judgment in solving a problem. I don't think there has ever been any advice given us that hasn't been taken very seriously and hasn't had an effect on our ultimate decision.

Howard Harris: Within the subcommittees that we have looked at, one included cooperation and coordination. We assume that such a subcommittee might work out a statement dealing with local participation and possibilities, therein, etc.

Ron Sloan: Is it a conclusion that there will be cycle centers?

J. R. Penny: No, this is not a conclusion. It is an alternative that was advanced in the Desert Study as a possibility, and perhaps it would work in one area and not in another. It may not be the thing at all. But it was proposed and considers the principle of use rotation. Perhaps some of you may not know what kind of a dialogue we are exchanging here. The Desert Study, Phase I, proposed a Cycle Center, as Ron referred to it, in which cycle loops would be used; a loop being used one year and maybe not used for another 2, 3 or 4 years. This would

give it an opportunity to recover or to be rehabilitated, depending on what its needs might be. If this were to work out right, there might be an interest on the part of concessionaires to provide some facilities and services. Again, this has not been adopted as something that we will do. I don't think we are going to make those final determinations either for quite a while. Though our interest in this Council is with the whole state, I would like to mention that we are presently completing the 2nd phase of the Desert Study which is to develop a justification for a master plan on the desert which would include all uses of the Desert including the very use we are talking about today, Off-road vehicles. When they develop the master plan for that area we'll get right down to some of these specifics. I want to say though, that we can't wait entirely till the master plan is completed. It is a lot of work. Some of our areas are being critically used now, and we must do something, and it could very well be that we want to try one of these areas out as a "cycle" center, just to see if it will work. These are some of the thoughts we have, Ron, but no conclusions have been drawn.

Howard Harris: We are not committed that this is the only route.

H.F. McMurphy: I listen, but the more I listen, the more confused I get. We want money, but we don't know what we want it for. We want laws, but we don't know how these laws are to be made and what kind of usage we are going to have for them, or what these laws are going to govern. We know right now that we definitely need areas in the south for motorcycle riders, jeeps and dune buggies. It is not closed or anything of this kind; we need laws as I understand. As near as I understand it we have some laws that should be updated a little bit. We need money to enforce these laws. We also need, if we have money and laws, to open a larger area of ground, whether it is developed in camp sites or not. It seems that whether we like it or not we are going to have to put a goal on what we are going to do first and the problems we are going to come to first. Of course, we all know that money is one of the first problems, but yet, money is not the first problem in this particular case, as I see it. Laws, or

rulings so we can have more ground open and then if we know that, if we have money appropriated, I know that the desert could use a larger area if it had rules, regulations or something to carry them on and I know that in the north we could do the same. But, before we can decide on something we are going to have to know a little more of what we are seeking.

Howard Harris: Well, from this committee we have listed as finance and legislation and regulations, might come -

H.F. McMurphy: Are we trying to get the money and everything before we find out what it is for? That is what I'm trying to get over.

Howard Harris: This is going to have to go together. I can't go along with your statement that we need money and we don't know what we need it for. I could list you a thousand things, if we want to sit around telling what we need it for. What we are going to have to do first is to set priorities and emergency situations, that the Bureau is up against, and some of our stuff will be long range.

Roger Mitchell: It seems to me that we are talking about two broad areas here; one, we are talking about situations that Mr. Penny can take action on and control and secondly, others that he can't. If we were to suggest the Golden Passport situation, if we were to suggest tariff on Suzuki motorcycles, Mr. Penny wouldn't be able to do a thing about that. I think we should more or less limit our activities to the state of California and those areas under Mr. Penny's control without getting into individual cases. We are not here to decide whether Panoche or Red Rock Canyon is going to be open or closed. We are here to more or less formulate policy and it seems to me that we should do this in areas under Mr. Penny's control. Give Mr. Penny what he is asking, a base, a consensus of opinion, so BLM can decide in California specifically what approach to take.

Howard Harris: On the other hand, I assume, he means Congressional action. Mr. Penny would like to go into that. Would you, Russ? What is your idea about this? You want to limit it to California or think we ought to try to influence the rules and regulations on the national level as a whole?

J. R. Penny: I think this is a key question and it is why we have so many observers from out of the state here. Although we are talking about California problems, with California being the state that it is and spreading out, we necessarily are plowing new ground. Whatever we do here is going to have an influence elsewhere but nevertheless we have to address ourselves strictly to California and California problems and what stems from the administration of our office.

Jack Edwards: I would like to ask one question of Mr. Penny. Does the BLM intend to have these projects pay their own way through management and policing or just the policing? In other words, if you have races, are you going to try to charge those people enough to pay for the whole ball of wax or just the policing of the whole area?

J. R. Penny: I think that is one of the alternatives that has got to be considered. It has been suggested that the source of revenue of these areas should be developed, like ski resorts. I know that there are people who say this is a poor way to look at it and don't waste your time because you are not going to make enough out of it to really pay its way, but I don't know that this is so, but it is an alternative that we must look into.

Jack Edwards: We are talking about finances as a generality. We better come back and find out just exactly how much money we should ask these people to pay. Should they foot the whole bill or part of it. I know no government agency has all the money they need nowadays. That is no secret. So how far are we going to tax them?

J. R. Penny: I think again that is what we are getting at when we say we have got to give you some sort of guidelines in what our needs are and then if so, how do we get that kind of money?

Jack Edwards: This is the point I was trying to bring out, whether it is - say the Golden eagle - would this bring enough money to sustain the program? If you went the stamp route, is there enough? Is the figure large enough that it would require Congressional action to get the money?

J. R. Penny: We would like to give you people some of these guidelines that we think encompass personnel and financial needs the the immediate future. We can't go any farther than that.

Howard Harris: I would assume that you would make available staff to each one of these subcommittees to answer this type of question and help the committees out, is that right?

Jack Edwards: Did you intend to have these committees meet today.

Howard Harris: Possibly, we are flexible. I was hoping for at least a few hours in order to lay the groundwork for laying out program work for the committees and probably deciding what staff help you want so that Russ could help organize that part.

George Strauch: Two hours and thirty-three minutes. Is it your idea we can kick out specifics on some of these ideas and present them to the whole Council rather than have all us kick them around?

Howard Harris: I would assume these committees would work alone for awhile, but when they begin reaching areas of agreement, we would set a deadline of 30 to 60 days and they can report back on segments, then the whole Council can have a look. These committees are not going to be authority to decide it. We're not going to decide it all today, this is just getting organized today. We have been purposely leaving the naming of the committees until we could see as many of you as possible in action.

Let's get back to the agenda where it says Inventory Form Presentation, and Craig is going to present that.

INVENTORY FORM PRESENTATION

ARLEN C. TOCHER
Recreation Specialist

Last meeting we gave you Inventory forms for gathering off-road vehicle use as a suggestion for how we might acquire some of the basic information needed for a management plan. A number of you commented on these inventory forms and some suggested additional information. Our Districts also reviewed and commented on adequacy of the forms. You have a copy of a revised form including suggested changes before you today. Here are some of the suggestions that were brought up and resulted in the revision. (Copy of form listed in Appendix).

It was the general consensus that we shorten the three previous forms into one form, so we are now getting the basic information on one common form. We have provided for the form to be filled out by either an individual user, a head of the family or an organized group leader, by a check-off system. Also, multiple choice questions are now used as these are easy to fill out, lengthy writing processes are not involved, and the information lends itself to computerizing later. It was suggested we tell the users more about the need for information such as why the form was developed, how it will be used, and so forth. We now have a brief statement on the form that gives background about this. Then, we eliminated the question about value of the vehicle, as people don't want to put this type of information down. As an alternative we thought it possible to develop a basic value depending on the type of vehicle checked. Information was rearranged for a more logical approach to questions. These are the basic changes. Before the form can be used, it must go thru considerable review. It is standard procedure in inventorying information of this type, that the form go thru a process to be approved by certain staff and departments in the federal government. We do feel this form approach will help gather some of the basic information we need.

Jack Edwards: The person filling out the form could be an individual user, he could also be head of family, and also in an organized group.

Craig Tocher: Depending on how the form is handled, we may gather this using the expertise of the people who conduct a survey. It is very possible we will have a contact station. However, the procedure is still a process to be worked out.

We will obtain the location of the home or the group's headquarters. This gives us the distance traveled. We will have the type of off-road vehicle. While we have eliminated the pick-up camper on the form, there is still duplication. We are basically trying to get the types of vehicles used in great numbers on the public lands right now. Therefore, we haven't listed many other types of vehicles coming on the market and that we will see in the next few years. However, we do have a blank where someone can list other types of vehicles if they wish.

Jack Edwards: You are not making any provision here for any such as a trailer, a camper, a mobile home.

Craig Tocher: No, we feel that the off-road vehicle definition pointed out a little bit earlier should apply. We are not going to get trailers back off the roads into these areas but seldom. They'll possibly be dragged into a few of these spots, but we're not speaking of that type of vehicle. We are speaking of self-propelled vehicles. I don't know if there are many of these self-propelled camping units that are able to move off the road onto rugged public lands like the jeeps and the motorcycles.

Ron Sloan: How are you going to accomplish this sampling?

Craig Tocher: One possible way is to get together with the organized groups.

In our first phase of the California Desert Study, we used a statistical sample technique where we went to the field and contacted people that were using the land. We hope to do the same thing with something like this. We could try to get out there with our staff or volunteers

to contact the individuals that we aren't getting to right now. It would be very hard to get a list of names to mail them the forms. This is something we might talk about and work on.

Alfred Kramm: If a head of a family makes this form out, they might have one jeep and 2 or 3 trail bikes, and they use the jeep for arriving at the area, and the trail bikes for transportation at the particular area. They would check off transportation to an area, they would check off use at arrival area. You would have these machines and uses all checked off, you wouldn't know which to apply to which.

Craig Tocher: I don't think we'd want to apply, I think they'd answer it right there. They used the vehicle to get out there and they also used it while they were in the field. Possibly they are using a 4-wheel drive pickup just to get to an area. If they are rockhounds they may just walk around, and not use that vehicle in the process of whatever they are doing. We may also rely on a checklist of observation reports by individuals who are working on this questionnaire form for supplemental information.

Alfred Kramm: There is no provision made on this form for identifying an area.

Craig Tocher: Well, it is possible to apply it to the form but the inventory of use areas could also be part of another program, conducted possibly at the same time.

Alfred Kramm: You combine #3 and #4 on the form by listing 3 in a straight line down and then listing 4 opposite it, as to whether that particular vehicle was used for transportation to a particular area or used after it gets to the area. You can even combine #5 with it, with each level that uses that particular vehicle without really using any more space. You could get lots more information out of the survey this way without any extra work.

Craig Tocher: Proceeding on, we obtain the number of persons, frequency of visits, other areas used. Again getting back to the location data we mentioned earlier, major seasons of use and what kind of riding occurs. There is mention about the value of spectators at an event. We've known from what information we have gathered from some of these user groups that they have quite a number of spectators at events. It is important to the Bureau to know how much spectator participation there is in these organized events, and how many have to be taken care of as far as facilities go. We need to know age groups to plan for facilities. The young are more self-sufficient and require a certain type of facility; or it is an organized group and say that they might be over 45 years of age. The information might give us an indication of their stature of life, what types of facilities are desired or needed. And this information gives us an indication of what is coming ahead of us in the future.

Ron Sloan: It might help us to know what facilities they expect or would like to have. That is important, because we are all concerned.

Craig Tocher: However, these are public lands, and we want to develop a management program that is going to take care of the general public and not just one specific group right at the present time. And the public lands have a charm for a great variety of people, not just one specific group.

Alfred Kramm: When you ask people if they want facilities, they say "Yes", but if we ask them if they'll pay \$1 or \$2 or even \$5 a year for the facilities, then you get a different answer. I think it is a different answer you'd get from the people who are actually using the desert and the people who are at home and really never intend to use the desert but look at it as a passable type of idea. I think one has to base an answer on what would they be willing to pay in order to have facilities because with facilities comes really a high cost of management, too.

WHERE DO WE GO FROM HERE?

HOWARD HARRIS

Co-Chairman

Back to the sub-committee again, it seems the consensus of the group that you want to break down into some kind of committee to look into more detail, into some of these questions. Ron and I stuck our neck out the other night and divided these questions the Bureau had presented here, into three different categories: Education, Information, Coordination and Cooperation; Financing and Legislation; Enforcement and Related Management. (Read names proposed for each sub-committee and after discussion the following names were listed by sub-committees).

Education, Information, Coordination
and Cooperation

Alfred Kramm

Roger K. Mitchell

Beula Edmiston

Tom Bates

Finance and Legislation

Ron Sloan

Howard Harris

E. Lamar Johnston

Ray Talbot

Al Schiavon

George Strauch

Enforcement and Related Management

Dan Kelsay

Jack Edwards

H.F. McMurphy

Lawrence Cloyd

We looked at geographic problems, but we couldn't work it out that way. Do you have some other suggestions?

I've asked Russ to supply rooms for the sub-committees to work in. Possibly he will supply a staff member to work with us. First, elect a chairman and a secretary. Then,

look at this list of questions that apply to your group. We would hope that you will make some plans to take it from here and come up with something. Then, before you go home today, set a meeting date for your committees, so that you will actually be assured of participation. Now, I would assume that after the committees meet, probably for an hour or so, you might develop some questions to ask BLM about today before you have your first meeting. We might meet in sub-committees for an hour and a half then come back for a half hour to look at what you find out. Maybe you can develop some questions for BLM such as "What do you mean by this?" or "How far do you want us to go on this?"

J. R. Penny: The people that we would like to assign to work with you here are: Jim Ruch, for Education, Information, Coordination and Cooperation; Don Halsey, for Enforcement and Related Management; Craig Tocher, for Finance and Legislation, supported by Bill Leavell because Craig will be gone part of this time. Bill Leavell will be the overall contact point from the Bureau to work with these committees. The staff will be available for assistance, attend your meetings and to provide services that you may want, including secretarial services, or development work. Maybe we can do it for you and if you want to get something drafted or anything like that, we would help you.

George Strauch: Before we set dates for our committee meetings, could we set a date for the next Council meeting?

Howard Harris: Yes. Lets plan what we have to do before we set a date. Certainly before the next Council meeting you would want time for committees to hold another meeting for their report to get back to BLM - their reports to be analyzed by BLM and sent back to the individual Council members.

Jack Edwards: Are these reports going to be sent back to the individual Council involved, or are their reports going to be sent back to the entire Council, or what?

Howard Harris: I would assume so - just like the other reports.

Lawrence Cloyd: One other question - being on one of these committees - can you participate on another committee?

Howard Harris: Certainly. If we put you on Enforcement and you have an idea on Financing and Legislation, I think the other committee would like to have it. Russ, how long will it take your staff to be prepared for another Council meeting? Certainly we would assume that these committees would want to have time to meet. After that you would have to make the analysis and I think each member would like to have the statements. How long would it take you to get that back to each Council member?

J. R. Penny: There is going to be a heavier load for us in the development of the proposed draft of the management procedures. We believe this will take about 6 weeks. It would take approximately 2 weeks after that for you people to view and analyze them and come to a meeting prepared to talk about them. And as far as this other part is concerned, I think that could be done easily within that period.

(The date for the next Council meeting was set at November 12th).

Roger Mitchell: Have we covered all the bases in these committees? It seems to me the question is where and when off-road vehicles should be allowed and I'm not sure that Education and Information, Coordination and Cooperation covers that.

Howard Harris: I assume that management would.

Ron Sloan: I think each of these committees are getting into the basis of the program.

(Break for committee meetings)

Howard Harris: Please report on what went on in the Finance and Legislation sub-committee meeting.

Ron Sloan: Lamar Johnston is Co-chairman. We started on the basic areas of a review of rules and regulations that we now have before us, on looking to funding, Congressional funding, user fees, registering of individuals, and the users themselves. It is quite obvious that there will be more forthcoming very quickly. Our next meeting is set for September 15. We are going to meet in Fresno, California. Within 3 weeks of today we will respond back somewhat similar to this statement prepared for this meeting and when we do meet on the 15th we can elaborate.

Howard Harris: Fine. Thank you very much. What about the Education, Information, Coordination and Cooperation committee?

Alfred Kramm: I became Chairman. We decided that probably the way to approach this was first by brain storming all the ideas that came to mind then out of that work down to the specifics to implement it. We recognize that user groups should appreciate each other's problems, such as: What were things they wanted out of the land? What the user group function was? Secondly, there is the responsibility. How would you get the user groups to recognize their own responsibilities. We went into the direct and indirect and paid media for directing education and information groups to advise them of the possibilities. When we got that far we decided that we needed to have another meeting to discuss coordination, cooperation and to develop more thinking on education and information. We set this meeting for October 4 at 9:00 a.m, at the Hearst Publishing Co. at Long Beach. In the meantime, we are going to develop our ideas and circulate them between each other so when we come to this meeting we will be as prepared as possible to try to finalize this subject.

Howard Harris: Enforcement and Related Management Problems.

H.F. McMurphy: We are going to meet in Modesto on October 18 and possibly carry over to the 19th. We are going to make a report out on Management and Law Enforcement. We said here before each one of these committees was going to turn a report back and they in turn were going to mail one out to us. BLM was going to mail one out to us. We would like to have the reports before we have our meeting. We were going to have a report made out prior to October 18th then right after the 18th we can give them another one.

J. R. Penny: Insofar as management is concerned and this is the one we have to put in most of our work, it is going to take us until October 1 to complete the rough draft. We will try to have that to you by October 1.

H.F. McMurphy: If anybody thinks they can assist in management or law enforcement, if they will contact BLM and they will immediately write us, we will discuss it at our meeting on the 18th, it will help us out immensely.

J. R. Penny: Then, right after that you submit your comments to us. That will be the time to incorporate that into the procedures and give them the final draft for the 3rd meeting, and we presume we might even have time to get the final draft out before the meeting.

Howard Harris: Fine, then each member of the Council will receive what is happening in the sub-committees before our meeting on November 12.

One other item as you recall, Jim was going to try to write something that we might take a look at for publication. Jim, are you ready to read something?

Jim Ruch: ADVISORY COUNCIL SEEKS ANSWERS TO OFF-ROAD VEHICLE PROBLEMS.

The problems of off-road vehicles on public land in California were reviewed yesterday by the Off-Road Vehicle Advisory Council to the U.S. Bureau of Land Management in this state.

The 15-member citizen's council, representing such diverse interests as the Sierra Club, the Cattlemen's Association, and the American Motorcycle Association, is conducting a series of meetings to consider the needs and problems of recreationists who drive motorcycles, dune buggies, and 4-wheel drive vehicles off the roads and highways across the public lands.

"The tremendous growth of off-road vehicle use in California has posed serious problems on the public lands," pointed out Howard Harris, a rancher from Hollister representing the California Farm Bureau Federation. Mr. Harris is Chairman of the Council. "Hundreds of thousands of these vehicles

can be found on public lands each weekend and they are competing for space with each other and with other public land users. They are also making a substantial impact on the natural resources of the land."

Methods of managing off-road vehicle use on the 16 million acres of public land administered by the Bureau of Land Management in California are being analyzed by the Council.

"Despite the complete cross-section of public viewpoints that are represented on the Council, we have already reached substantial agreement on the job we are doing," stated Harris. "We all recognize off-road vehicle use of the public lands as a legitimate form of outdoor recreation enjoyed by Californians of all ages and walks of life," he said. "We also recognize the urgent need for some sound methods of managing off-road vehicle use so that people will continue to be able to enjoy this kind of recreation."

The Council members pointed out that the population in California is expected to double in the next 30 years and that the rate of growth of off-road vehicle use is even faster -- but there will be no more land available. "This is why the Bureau of Land Management has asked us to address ourselves to this problem now," Harris explained.

In the coming months, the Council members will be working on proposals for specific management procedures to cover off-road vehicle use and will take these up at the next Council meeting in November. The Council will be making their recommendations to the State Director of the Bureau of Land Management, J. R. Penny.

Howard Harris: Next meeting date is November 12. Meeting adjourned.

STATEMENT
by
LAWRENCE CLOYD
Representing California Department of Fish & Game

INVENTORY: CONTENTS AND RECOMMENDED PROCEDURE FOR OBTAINING
INVENTORY

1. Inventory of lands should include:
 - a. The lands where off-road vehicles are now used.
 - b. The lands not now used by off-road vehicles but are susceptible to use.
 - c. Delineation of the resources found on the land in a and b (above).
 - 1) The wildlife
 - 2) The plan life
 - 3) Aesthetics
 - 4) Etc.
 - d. Identification of any regulations governing the use of off-road vehicles on the lands.

Means for obtaining inventory: Considerable data are presently available on lands where off-road vehicles are now used. A procedure can be developed where federal, state and local government personnel can cooperate in compiling land inventory. The procedure should subdivide the state into geographical areas, assign area responsibility, develop standard mapping and reporting techniques.

2. Inventory of use should include:
 - a. Identification of magnitude of use by off-road vehicles. This job may best be completed by first categorizing the types of vehicles - i.e., 4-wheel drive, motorcycles, trail machines, etc.

- b. Identification of conflicts of use between off-road vehicles and other users of the lands.
- c. Identification of problems caused by the vehicles as described in 1-c to the resources.
- d. Projection of uses and magnitude of problems and conflicts.

Means for obtaining inventory of use: For identifying the magnitude of present use several methods used jointly or separately could aid in the inventory. Some suggested means are:

- 1) Department of Motor Vehicles records.
- 2) A questionnaire to users of off-road vehicles.
- 3) Inquiry to manufacturers and/or distributors of vehicles not normally falling within the purview of DMV records.
- 4) Road checks, either mechanically or by field personnel.
- 5) Aerial survey
 - a) Photographic
 - b) Physical count
- 6) Liaison with organized off-road vehicle clubs.

Projections of use of off-road vehicles may well be limited to inquiries of manufacturers and/or to known use/population ratio.

Means for identifying and evaluating conflicts of use and problems: The original inventory of lands must be followed up by defining the effects of vehicle traffic. Expertise in specific sciences will be required to evaluate these effects. Soil conservation personnel, wildlife managers, timber managers and so forth must be required to assess impact and make projections based on use estimates.

Evaluation of present conflicts of use and problems and projections of these make it possible to plan and include programs to resolve problems and provide equitable use.

MANAGEMENT CONSIDERATIONS

A plan can be made for off-road vehicle use in the same way plans are made for hunting, picnicking or camping. Each are activities for which there is a demonstrated demand and each requires natural resources and space.

Once measurements of use, effects of use, and projections are made, programs can be designed. In designing these programs, we feel these three criteria should be considered.

- 1) Individual uses that comprise a multiple use program are not necessarily compatible at the same time. When this is so incompatible uses must be separated in time or space.
- 2) Activities that cause or require irreversible changes in the natural resources should be limited.
- 3) Recreational activities should not be allowed to destroy or consume nonreplaceable resources - i.e., off-road vehicles should not wear out one trail and then displace to another site.

A new or relatively new use or activity almost always impinges on existing uses. A multiple use (comprehensive) plan must be adjusted to accommodate the new entry. When this is being considered, the costs should be weighed as well as the benefits. For example, a program allowing off-road vehicle activity in nesting cover in the spring will reduce the hunting opportunity in the fall, and the admission of off-road vehicles to a trail reduces the hiking opportunity.

There is no set formula for the division of the space and time in an area but adequate data on demands coupled with a knowledge of the costs involved will aid the decision process.

STATEMENT
by
BEULA EDMISTON
Representing Desert Protective Council

In the opinion of the Desert Protective Council, the criteria for Off-Road Vehicle Advisory Council considerations should be - the impact of use upon the land.

Likewise, the Desert Protective Council believes the most pertinent inventory to be - the impact of use upon the land.

Since the Advisory Council's initial meeting, while traveling considerably throughout the state, the growing and deepening scars on the landscape are grossly visible both by air as well as by automobile observation. The causes are many - including off-road vehicle use.

In order that our public lands shall continue to be a goodly inheritance, we must halt the destruction of the natural scene and initiate active programs of preservation and restoration.

However, in view of the fact that under certain circumstances, off-road vehicle use is considered a proper use of the public lands, it would be well to scrutinize specific areas for off-road vehicle use to insure that the designated areas provide as much recreational value as is compatible with the basic criteria - impact upon the land.

I do not know at what point in our deliberations it would be most timely, but it would seem to me that at some point, a field trip to the Rodman Mt. area would be appropriate. Perhaps Jack Wilson and members of his staff could be with us to explain the suggested cycle centers, connecting cross-country routes, and to answer questions. On the spot responses from the user groups as well as from those whose interest is in the preservation of natural values might be of real value, as well.

STATEMENT

by

JACK L. EDWARDS

Representing Calif. Assn. of 4 Wheel Drive Clubs

Beautification of the land has been largely responsible to man and his wise use of the land. For instance, the desert. Over 100 years ago the desert was hated and feared by those who had to cross this inferno. Today, portions of this same hated monster has been converted to a paradise. Man has been responsible for this change. Water, vineyards, orchards, and even thriving towns now exist where once there was only wasteland. On the other hand man must also destroy to progress. Forests removed to provide homes, river beds altered to prevent flooding, lands inundated by dams to create reservoirs. Progress is never ending. First the traveler, then the settler, then the man with a dream to create a new and wonderful place.

With this in mind the California Association of 4WD Clubs, Inc. must go on record as being in favor of unrestricted vehicular travel on public domain lands. Lets not confuse vehicular travel with races, rallies, and competition events. We define vehicular travel to mean; cross country travel. Usually cross country travel is made by a small number of vehicles and they do not traverse over the same area but once and usually in "Indian Fashion", one behind the other and leave only one set of dim tracks, due to the large tires, and the low air pressure that is used. The public domain lands are not large enough to handle the traffic imposed by the present use of 4WD vehicles and part of this heavy usage imposed on a given area is due to other areas, mainly U.S. Forestry land, having restrictions placed on them that make it necessary for the vehicle owner to seek open areas. We feel that one of the answers to this problem is to open more of the closed areas to vehicular use.

Before any type of plan can be made there are some questions that must be answered. What is the BLM's definition of advisory? To what extent will the BLM heed the recommendations of the Council? Does the BLM already have a master plan for vehicular use of the public domain lands? Can the rules and regulations as published in the Federal Register, January 18, 1969, be altered to best meet the needs of the different user groups? At the present time these rules

and regulations are not workable nor inforceable.

We can furnish data on the number of vehicles and the areas of highest use by members of our organization but for the unorganized users such as spot checks, traffic counts, and aerial observations must be employed. If additional surveys are needed for any of the user groups it is vitally necessary that the representative of the BLM that makes the survey be completely qualified and versed in all aspects of that user group. He should be accomplished by members of that user group and be guided by their comments. If any major problem arises the Council should be given written notice of the problem. The Council should meet, discuss the problem, and make a recommendation to the BLM. After the BLM reviews the recommendation a final decision should be made by the combined efforts of the BLM and the Council. Rules and regulations should be passed at this time, to best serve all concerned.

If it becomes necessary to set aside parcels of land for study, protect habitat, historical relics or sites, or other reasons we feel that an on the spot survey should be conducted. The same procedure as stated above would then follow. These parcels of lands should not exceed 640 acres and not be closer together than 50 miles, whenever possible. It should be the responsibility of the private property owner to mark his boundaries to avoid trespass incidents.

Education will be the keynote to the final plan whatever it is. People must be made aware of how to use the land wisely. There are several ways that this can be accomplished. The California Association of 4WD Clubs, Inc. started an educational program many years ago. Pamphlets, booklets, code of ethics, and in each club a conservation chairman who, by proper guidance, instilled in each member the desire to protect his natural heritage. We are now gathering the fruits of this training by articles in the newspapers and magazines, and even Governmental Agencies who have stated, "These are responsible people" "They police themselves and cause no trouble". The Johnny Horizon program can be expanded to include an educational program similar to the one used by the U.S. Forest Service. Any program that is implemented should

first be aimed at the children of school age. In our organization we have found that it is easier to train the children than the adult. The children will in turn help train the adult. If there are sufficient funds available there are no ends to which an educational program can go.

All of the other phases of the plan, enforcement, legislation, cooperation, management, development, and implementation should be considered as the plan develops. To keep an open mind, be conscious of the needs of others, protect what we must, alter if necessary, and look to the future, should be the guidelines of the Council. We must consider where we are going, before we decide, how we are to get there.

STATEMENT

by

HOWARD W. HARRIS

Representing California Farm Bureau Federation

Most everyone can learn something from someone else, and it is usually helpful to hear the other fellows' point of view. Lack of communication and inadequate understanding of the position of others can start arguments, create impasses, cause divorces, and bring about wars. Sharing even widely divergent ideas is an important step in problem solving. This Council offers such an opportunity.

It seems desirable to this writer that the Council's work might result in a published report on the problem before us, whereby (1) the problem is analyzed from the position of each user group as well as that of the general public; with a discussion of where off-road vehicles fit into the picture, an analysis of competing and total use, a presentation of the resources which must be saved, the access problem, and the off-road users' image; (2) ideas for solution of the problem and criteria for management are developed; and (3) methods of implementation are discussed, including such topics as financing, enforcement, education, cooperation, and legislation. Accordingly, this paper follows that outline for presentation.

I. THE PROBLEM

The public pressure for more outdoor recreation is increasing at a rate even more explosive than population numbers, due to such factors as expendable income, leisure time, and the tensions of city existence; but we are not developing plans to care for this need as fast as it is building up. It might be helpful for the Council to use some of the information available from the Department of Interior's Bureau of Outdoor Recreation in an analysis of the problem. A good summary is contained in "Action for Outdoor Recreation for America" by the Citizens' Committee for the Outdoor Recreation Resources Review Commission Report.

Each type of human need should be explored - from that noisy explosive letting off steam one, to that of quiet solitude, and finding peace of mind in the disappearing frontier.

Off-road vehicles represent a huge important and legitimate use, and must be reckoned with in plans for public land use. There are hundreds of thousands of these vehicles, and their owners have to be considered. However, this use seems to create a multitude of problems ranging from NOISE, dust, and erosion, to trespass and lack of compatibility with other uses. Their image is bad. The acts of a few can easily create the image for many, and here is a good example. Most vehicle users are not out to deliberately tear up the country, but the image is one of wanton destruction. An analysis should be made of the actual areas of destruction by recreational vehicles and compare it with other destruction caused by users with a comparatively good image - farmers, miners, lumbermen, horseback riders, hikers, livestockmen, rockhounds, bicycle trail riders, auto racers, bird watchers, parking lot operators, road builders, subdividers, and so on. My guess would be that the total area devastated by off-road vehicles may not be as relatively bad as might appear from its concentrated location at times. One might also hazard a guess that if their "thing" were done out of sight and out of hearing their image would be greatly improved.

The various vehicle users, dealers, clubs, and user areas should be canvassed to develop statistical data showing volume of interest, use areas and which are overworked, the economic impact, and the recreation impact. In addition, the various County Agricultural Extension Service Offices are in a good position to furnish information on vehicle use as it might be affecting their areas. There is an office in most counties where the local County Farm Bureau organizations may be helpful. Cattlemen and woolgrower organizations may be able to give local and state information, too.

COMPETING USES

The various uses which compete with each other for the same areas must be analyzed to satisfy the public demand in such a way as to keep incompatible uses separated, satisfy maximum numbers, and do the least amount of damage to the resources. As far as recreation is concerned, a good source of information is the publication, "Index of Outdoor Recreation Literature". It digests publications on Resources, Administration, and Users and their Demands and Values; also, History and Philosophy.

Non recreational users will have to be considered, too. Such users would be foresters, farmers, livestockmen, miners, and many scientific students such as geologists, botanists, zoologists, and so on.

RESOURCES INVENTORY

The natural resources inventory should be emphasized. This part of a report should point out just what is happening to our inventory, what it is, where it may be found, and what needs to be preserved or at least developed on a sustained yield basis. This should include among other matters, aesthetic things such as natural beauty untouched by human hands, historical sites, archaeological areas, geologic formations, soils, water, clean air, plants, animals, and quiet solitude.

This inventory should include economic resources, too, such as minerals, grazing, water and power, forestry, etc.

Some place, the human resource we are trying to save should be considered. After all, our very survival may depend upon preservation of not only resources which provide food and fiber and economic things, but breathable air, drinkable water, mental stability, serenity, peace of mind, and that sort of ideal.

ACCESS

The access problem should be discussed from the various users' points of view, the problems of adjoining property owners, landlocked areas, disposal versus management questions, trading, blocking, condemnation, future reserves, surveying, marking of boundaries, and ability to manage. This problem has been studied by several agencies and organizations and a recent publication on the subject, published by Farm Bureau may be helpful.

II. IDEAS FOR SOLUTION OF THE PROBLEM

CRITERIA FOR MANAGEMENT

1. In order to preserve and use our resources wisely, there will have to be more regulated and restricted use than at present. Yet, too restrictive regulation can destroy some of the very essence of outdoor recreation - getting away from an urban atmosphere which is full of curtailments on freedom.

Therefore, great care must be taken to keep restricted use to a necessary minimum.

2. One of the great attractions of the out of doors is its condition prior to being developed by man. Greater feelings of enjoyment and appreciation come from aspects which are closest to being natural ... In our zeal to open up and develop more area for people we should not destroy the very thing which we need most. Despite demands by any user group for facilities, we should minimize unnecessary development, commercialism, and artificial treatment of the landscape.

3. Perhaps more effort will have to be made by BLM on good management of resources, and less emphasis on the disposal aspect. Possibly the time has come to stop large scale disposal of public land for private use, even though there may be no foreseeable possibility of management or access.

4. Too concentrated use on any area is undesirable. When any area gets too much use, a limit on the people density might be considered. In the meantime, other areas should be provided, where feasible, to relieve the pressure. A good example, is the overuse of the Panoche area by motorcycles.

5. Some uses are compatible with each other on the same immediate area at the same time, but others are not. An analysis should be made.

6. Where incompatible uses conflict with each other, they may have to be separated. The zoning approach may be desirable for this.

7. Various use areas should be marked, so that people know where they are expected to be; but the landscape should not be cluttered with signs and directions.

8. A study of the feasibility and desirability of users' fees should be made. There are several reasons why this may be desirable: (1) Those who pay may show more respect for resources and people, (2) Some of the costs of providing facilities, policing, managing, and planning may be recovered, and (3) private land owners' recreational enterprises should be encouraged - free public facilities would tend to do the opposite. Fees for entry should be low enough to not exclude the general public, but high enough to justify their collection.

9. Some uses may have to be limited in certain areas to particular seasons of the year. For example, vehicular traffic may have to be excluded from game bird nesting areas and lambing pastures at critical times.

10. Some uses may have to be excluded during emergency conditions such as during extreme fire hazard periods, and times after excessive rainfall.

11. Some areas, because of peculiar conditions of geology, soils, wind, moisture, vegetative cover, game habitat, etc., may have to be completely closed to certain uses at all times.

12. Rehabilitation practices such as erosion control, reshaping of slopes, water conservation, replanting, reseeding, etc., may have to be inaugurated for areas injured by use. This might include periodic closure to allow for recuperation of flora and fauna, and rotation of use areas.

13. The public should not be encouraged to enter a particular area on a mass scale until some kind of logical well organized management plan for its use can be put into operation, uses controlled, and adjoining private property owners can be protected from trespass.

14. The Bureau of Land Management should have adequate police power to govern the occupancy and uses of the land under its jurisdiction. This Council should help develop such authority as is necessary to enforce BLM regulations.

15. It follows that if the Bureau is to do what will have to be done it will have to be adequately financed to have people to plan, manage, and enforce.

16. In seeking land for the use of off-road vehicles, it would seem logical to look first at land not under grazing lease, as the use of this unleased land would tend to eliminate conflict with one important user group - the livestock operator. Furthermore, land not already under lease is most likely to be extra low in quality - and damage to it by motor vehicles might be less than to the better lands. However, prior to opening of any land for any use, planned management is necessary.

With modern tax trends making agriculture unprofitable, and with BLM lessees having to compete more and more with the public for pasture, some livestock men may be giving up their leases. It might be desirable for BLM not to seek out other lessees for the released land, but, where feasible, to manage it for public use to relieve present pressures.

III IMPLEMENTATION

1. Legislation should be supported by the Council to give BLM power to enforce its regulations. This legislation should be similar to that of the U.S. Forest Service whereby the U.S. Commissioner and Marshals are used. The Council members may wish to get consideration of such legislation by the various organizations they represent. (The Farm Bureau representative has already done so.)

2. Consideration should be given to the use of local people in assisting BLM in several forms of "leg-work". For example, at a recent meeting on the ground at Panoche in early July, a prominent motorcycle leader made the suggestion that some of his people who are users would be willing to help police the area. While the arresting power is a delicate matter, and everyone is not suitable for formal technical legal police work, there is probably a lot of informal non-arrest type of work that might be handled well by local groups, as well as advisory activity.

3. It has been brought out that conditions vary from area to area, and it is difficult to lay down precise ground rules on a strictly statewide basis which would fit all conditions. It would follow that local organized groups could serve a useful purpose in an advisory capacity to BLM at say the District level. These might be organized as needed by the District Managers. All user groups and affected agencies should be involved. This is one way to overcome the communications gap.

4. There is tremendous need for many types of educational activity. Young and old need to be taught what is happening to our resources, what they are, where they are located, how to use them, their importance to human values, the costs of litterbugging and vandalism, the interests and activities of user groups and how they affect each other, and something of good management practices.

5. It is generally agreed that it is the unorganized user who creates much of the problem. Perhaps the threat of undesirable restrictions will give new encouragement to organization, but it seems to be a tough job. Possibly, some consideration should be given to establishing a permit system for use of public lands whereby people's names, license numbers, vehicle identification, and similar information would be collected with fees to cover the cost. This might help to identify the type and extent of use, identify violators, and discourage violations and vandalism. This would, of course, require limited entry points. But it would have the advantage of a more orderly use, give opportunity for dispensing necessary rules and regulations, and communicating with users.

CONCLUSION

By our merely being together discussing the problem, hearing the other view, part of the problem has already been solved.

"The outdoors lies deep in American tradition. It has had immeasurable impact on the nation's character and on those who made its history. Today's challenge is to assure all Americans permanent access to their outdoor heritage."

STATEMENT

by

E. LAMAR JOHNSTON

Representing Calif. Cattlemen's Association

1. Inventory all BLM lands in state.
2. Designate those areas which conceivably could be used by vehicles without restriction; those areas which might be used with some restrictions; and those areas where no vehicular travel would be allowed.
3. Establish management practices to fit the specific characteristics of each designated area or class of land.
4. Outline the regulatory powers which the BLM now has and suggest legislation aimed at providing additional regulatory power, if necessary, to obtain the desired management.
5. In areas where a checkerboard pattern of private and BLM lands prevents sound management, support and encourage land swapping.
6. A study should be made of the feasibility of land restoration practices on those areas where heavy vehicular use has created severe erosion problems. Costs and permanency should be the two factors included in this study.
7. Recommendations should come forth from this Council concerning ways to encourage recreational development on private lands. So far most government policies discourage this development and penalize those who do enter into this area.
8. Suggest a user fee schedule which will not be prohibitive, but which will insure some sense of responsibility on the part of the users.
9. Develop a procedure protecting adjacent private land-owners from trespass.

STATEMENT
by
DAN KELSAY
Representing Law Enforcement

Law Enforcement respectfully submits the following three (3) points as essential to the success of off-road land management.

1. Reasonable and workable regulations and laws be enacted.
2. Educational programs be instituted to inform "off-road" users of the regulations and laws.
3. Adequate enforcement be available.

STATEMENT

by

A. H. KRAMM

Representing California Outdoor Recreation League

WHAT IS THE DEFINITION OF OFF-ROAD VEHICLE USE?

A definition is required as to what constitutes "off-road". Until we have such a definition, it is likely that each of us may have a different concept. Webster's Seventh Collegiate Dictionary does not define "off-road", but it does define "road" as "an open way for vehicles, persons and animals; esp.: one lying outside of an urban district: Highway b: Roadbed 2b 3: route, path 4: railway".

This might suggest for our purpose a road might be defined as any open route or path utilized for vehicles, persons and animals whether maintained or not. It follows, then, that off-road travel would be travel not along a defined route or path. The question arises as to the point when an "off-road" becomes sufficiently defined as to become a defined route or path.

Many established roads of today had their origin as trails in the early days of our nation. It is inevitable that as the population builds up, more and more trails will be developed into access roads to points of interest.

INVENTORY

Identify areas used most frequently by off-road vehicles through surveys conducted cooperatively within various recreation user groups.

Make a field survey of the areas reported to have the most frequent use by off-road vehicles to determine the actual amount of use made of the area. In addition, I strongly recommend that a broadscope survey of hobby groups to develop a more complete profile of the groups, be undertaken. This would be the basis for justification for the use of the land for various recreational purposes as compared to use for other resource values. This type of survey is not difficult to take. The evaluation of the results requires some professional help and data processing techniques. I do not

believe that the problem of off-road vehicular use can be fully solved until such survey is made. Enclosed is a sample survey we are considering for use in CORL, and additional comments are attached to face of proposed BLM survey form.

There Is Justification for Outdoor Recreation and the Use of Off-Road Vehicles on Public Lands. In most cases, commercial and recreational groups can exist together. Nevertheless, decisions will have to be made from time to time with respect to the relative importance of one or another form of outdoor recreation and some other resource value of the public lands. Such decisions may involve the phasing out of a commercial use in favor of a recreational use or vice versa. It may involve the phasing out of a recreational use to protect a wildlife habitat. Or it may be desirable to protect the land from overuse and deterioration.

Intensive Use Areas for Off-Road Use of Vehicles. Where demand justifies, certain relatively small areas of public land may be dedicated to intensive off-road vehicular use. If necessary, conflicting commercial uses probably should be phased out. If it is possible to protect the land from erosion by rotation of use, BY LIMITING USE TO CERTAIN SEASONS, by reseedling or physical repair of trails, this should be done. Perhaps certain areas of high off-road use could be sacrificed if there is no other solution. If this is the decision, such areas should be held to a minimum. They should be as close to centers of population as possible.

Use of Private Property and Other Land for Intensive Off-Road Use. This should be encouraged wherever possible - particularly near population centers. My own experience and observation with private property, however, is that its use is not dependable. One week-end it may be available, and the next, it might be closed. Furthermore, rules and fees are unpredictable. The high cost of liability insurance may also be a discouraging factor to private owners. Could some arrangement be made between private property owners and government to remove the objections of non-dependability and liability?

Does Anyone Really Understand the Total Value of a Specific Recreation Use. The value of public land from a commercial point of view is probably pretty well established. It seems to me, however, that a good deal more needs to be known about each of the outdoor hobby groups if a fair evaluation is to be made between uses that are not altogether compatible.

I have come to the conclusion that there are two distinct phases in many outdoor activities. These are: 1) An outdoor field phase, and 2) An indoor-outdoor home phase. These two phases are interrelated in varying degrees depending upon the hobby. It appears, furthermore, that a deterioration in one or the other of these two phases may cause interest in the hobby to dwindle or disappear.

In view of this interrelationship, a purely economic justification for the existence of the hobby should consider both of the hobby phases. The actual use of a specific field area for recreation is only part of the story - and the money spent in the field by recreationists is only part of the cost.

As an illustration of this point, only a fraction of the hobbyist's time may be spent in the field, but that fraction is all-important to his recreational welfare. Thus a rockhound cutting and polishing his field trip finds may spend much more time in his workshop or home garage than on the public land.

Exhaustive studies on the rockhound hobby which I conducted between 1965 and 1968 have shown a very high degree of interrelationship between the field phase and home phase of this group with the major bulk of hobby expenditures occurring in the home phase. A random sampling in 1965 of 5.16% of the 10,239 families comprising the California Federation of Mineralogical Societies has shown that the average family had \$4,820 invested in vehicles and specialized hobby gear which it had owned between 3 and 4 years. Furthermore, the family spent \$877 annually in maintaining this equipment and gear and for gasoline, food, lodging, etc., while on field trips. A further breakdown of the \$877 annual expenditure indicated that field trip activity - much of it on public lands - accounted for only \$275 of the annual expenditure (\$8.21 per visitor day) for gasoline, motels, restaurants, special clothing, etc. The significant fact is that the balance, \$602 (except for vehicle repair on the road), was spent at home for maintenance of vehicles and hobby gear and for supplies, purchase of rocks, silver, books, and magazines. The home phase of the hobby, in addition, included club meetings, study groups, educational projects, and a host of community service projects. In another

survey, 46 clubs reported 418 separate Home and Field Phase activities involving education and community service projects, most of which were closely related to the use of the land and its contingent resources.

The same interrelationship between field phase and home phase and expenditure patterns exist within other hobbies in varying degrees. Thus, the field trip may occupy only a small part of a photographer's time - the major portion is spent in his dark room or in showing his films. A dune buggy enthusiast, building his vehicle, has begun to enjoy recreational leisure time long before he starts for the desert.

This suggests that surveys should be undertaken which are broad enough in scope to give a complete profile of the recreational use. A survey undertaken in the field is not enough. It must be expanded to encompass related activities at home if it is to tell a full and complete story. Until this is done, it may be difficult to justify the use of the land for certain leisure time activities. Maybe the activity has been justified in the eyes of the administrative agency - but can it be justified in the eyes of the public or other users?

Some Recreational Groups Are Not Oriented in the Direction of Surveys and Publicity. This is in Contrast to Commercial Enterprises. Unfortunately, many recreational groups are unable to develop a comprehensive survey on their hobby due to financial limitations, lack of talent and organization. This is in contrast to commercial interests which have no such limitations and who spend huge sums each year in advertising their products and in justifying their existence before the public and government.

Even if such surveys were compiled by the recreationists, the groups lack the means of communicating the results to either public or government. In order to make wiser decisions regarding the value of competing land uses, government needs the information which can only be provided by the user groups. Therefore, is it not the responsibility of government to aid them in gathering and communicating this information?

MANAGEMENT, EDUCATION, COOPERATION

Any Use of the Land Causes a Change in Landscape. Any commercial operation upon the land, whether it be mining, lumbering, agriculture, oil fields, grazing, transmission of energy, a freeway, a subdivision, a dam or whatever else, results in a change to the landscape. We, as a people, have learned to accept most of these changes without question, even though they oftentimes drastically alter the ecology and are a form of visual pollution. We are told that this is "progress" and that it is justified on the basis of the payroll it creates and the fulfillment of the needs of society.

I would like to point out that some of the changes and damage sanctioned under this criteria could never be equaled by recreationists, no matter how numerous they were or how badly they used the land.

Back in 1962, the Outdoor Recreation Resources Commission looked upon outdoor recreation as "essential to the well-being of the American people" and concluded that it "should be a vital part of American Life". I believe this is generally accepted as true. At the same time, it must also be accepted that outdoor recreation brings with it some change in the landscape. It can't be helped.

Should not our society accept recreational use of the land in much the same way as a commercial use and justify it on the basis of its contribution to the economy and its fulfillment of human needs?

A Variety of Off-Road Vehicular Uses. The range of uses for various forms of off-road vehicles is wide: From the thrill seeker to those who use off-road vehicles as a method of transportation only, such as the horse or mule were used in the early days.

My experience with off-road vehicular use is limited to the transportation purpose. Consequently, the suggestions and remarks I offer are oriented in this direction.

People Want Freedom of Choice, But as there are More People, there Must be More Rules and Less Choices. Not all people want to be concentrated and to explore. And they should be allowed to do this, at least for now. The great majority of people prefer to use established routes for transportation, if available, and this should be encouraged.

We are living in a machine age, however, and society must adapt its thinking to accommodate 1969 and the years beyond.

I am not advocating that there should not be restraints upon outdoor recreation or rules for the use of off-road vehicles. I am advocating that these rules should be practical, realistic and flexible.

BLM Probably Has the Answers Now. BLM has an excellent grasp and knowledge of the situation and no doubt already has many of the answers we have yet to consider. So what contributions can we, as a council, offer? Several. In the first place, it is the first time for many of us to be exposed to land management problems; secondly, it is likely that we may come up with some of the same rules the managing agency would like to employ (except for one thing; the rule is more effective if it arises out of a diversified user group); and thirdly, whatever the final result, it will be more readily accepted by the people we represent if it is known to be the product of their representatives.

Noise and Fire Hazard. Mufflers should be required on all vehicles for noise abatement. Devices should be mandatory to decrease the hazard from fire.

Public Participation in Rehabilitating Public Lands. Perhaps citizen groups should be encouraged to rehabilitate land they have used as a public service under the direction of the government management agency.

Use of Signs. Encourage people to stay on already established trails through the use of signs. I've found that most people prefer to stay on them anyway and a few signs might encourage them a little more. I am very favorably impressed by the psychology used in the wording on the back side of the BLM Public Lands Guide for the Sequoia-Owens Valley area. Jim Ruch elaborated on this a little and told how the BLM was using the positive approach in setting down rules of conduct so people will understand not only what is expected of them but also will understand the reason for it. This is excellent. Congratulations. I wish more people were privileged as I am, to learn how much effort BLM is putting into the business of multiple use management to make it a success. Could the Council have alternates? More people would be exposed.

Posted Rules Should Be Kept to a Minimum, but when they are broken, justice should be swift and sure. It is evident that BLM must be given authority and budget to manage its lands.

Could Volunteer C B Radio Enthusiasts be Used in Promoting Safety and Law Enforcement? Several weeks ago, I talked with a Washington State C B radio group who were cooperating with law enforcement and safety agencies in water sports events. They were enthusiastic in relating how they reported accidents and infractions of the rules by walkie-talkie to their own central receiving and transmitting station, who in turn contacted the proper agency of government. This suggests the possibility of volunteer C B groups or others who have C B equipment on the ground reporting to BLM helicopter patrols. This would not only aid in the apprehension of more vandals and other wrong-doers, but would accomplish this objective without the expenditure of additional tax dollars for an increased law enforcement staff.

Code of Ethics and Principles of Good Outdoor Manners Could be Communicated to the Public by the Issuance of a "Public Land Recreational Use Permit". This would be similar to a fire permit and issued at no charge. As a suggestion, certified club groups could be authorized to issue "public land recreational use permits" on a yearly basis to their members. The balance of the public would be required to obtain a use permit yearly from an office of the BLM, from a BLM "way-station", Forest Service station, or perhaps by arrangement with the public school system. This could be justified as a means of acquainting the general public with its responsibilities by use of brochures.

Johnny Horizon Program and Johnny's Code of Ethics should be pushed and encouraged as BLM has been doing. The encouragement and support BLM has given to groups who want to help with the program is "great" and should be continued and expanded. In behalf of the California Outdoor Recreation League, I interviewed a good number of people last month with the idea of obtaining interest and leadership for a Johnny Horizon "Countryside Clean-Up" in other states of the nation. A good deal of interest for the program was expressed by people in Arizona, Oregon, Nevada, Idaho, Wyoming, Utah, Washington, New Mexico, Texas, Nebraska, and Florida. We hope these people will work on an actual clean-up. We

hope they will contact their governors to make the second week of October "Johnny Horizon Countryside Clean-up Days". Eventually, we hope to get the President of the U.S.A. to declare this week a National Clean-Up Week and get a commemorative stamp issued. Jack Cox and Gems and Minerals Magazine have given a great deal of space in publicizing Johnny Horizon. The program is just now getting off the ground; the opportunity is limitless.

While the program may not now be related specifically to off-road vehicular use, it is opening up lines of communication with organized groups and the public through which better mutual understanding can be achieved. The serious problem facing recreationists in promoting the Johnny Horizon program is lack of free time, lack of secretarial help, lack of money for printing and postage, lack of know-how in reaching the news media, radio and television. How can government help in solving these problems?

Conservation Education in the Public Schools Must be More Closely Integrated in the Curriculum. In my opinion, it is as necessary as "Civics" and other required courses. I don't know what the schools are teaching today, but I recall, in my day, learning about the amount of oil, minerals, lumber, water, and other resources produced in this country. The impression was that industrial production was a measuring stick for the well-being of our citizens. Reading stock market and business reports today, leaves me with the same impression. The Gross National Product must be greater, it seems, with each passing year or the nation is thought to be "slipping". The resources available to the nation are limited and must be carefully husbanded if they are to be passed on to those who come after us.

To teach "Conservation" in the public schools only requires the guided program be placed into the hands of educators. I realize some of this is now being done, but the scope should be enlarged. Along with the more profound aspects of conservation, the concepts presented should include information about ways in which these young citizens can personally participate in the care of their public lands.

Radio and Television Should be Used More Extensively to reach the general public on conservation matters at a LEVEL IN WHICH PEOPLE CAN PARTICIPATE.

Money Collected by Government Agencies Arising Out of the Use of Public Lands should be available to the agency for the administration and maintenance of the land and its resources.

Have the Experiences of Successful Use of Land in Foreign Nations been Studied? In the older and more congested nations such as Holland, Germany, and the Scandinavian countries, intensive use is made of available land. Yet litter and vandalism there appear almost nonexistent. How have these governments reached their people to achieve these results? Has this been done through education, enforcement, or some other means? Is it possible to utilize, perhaps with modification, some of their methods.

STATEMENT
by
H.F. (MACK) McMURPHY
Representing North Bay Trail Riders Inc.

1. INTRODUCTION

It is not much of a problem to look to the past and determine what was well planned and what was poorly planned, what was well done and what was poorly done. However when it falls to us to contribute our share of planning for the future it becomes a much more difficult and demanding task.

We have, in California, some 16 million acres of public domain land which we are attempting to both protect and develop while at the same time provide recreational facilities to a very divergent and ever burgeoning population. This appears to be a monumental piece of work. One that will require much effort and understanding on the part of all who participate.

Let us hope that we can put this program together in a manner that will work well and at the same time provide the necessary and proper management along with the multiple recreational uses we all see and desire.

2. MANAGEMENT

Management and proper management is of course the keystone to this whole project. We also feel that the Bureau of Land Management should be designated the responsibility of both complete management and administration of this new project.

We, of course, realize the present limitations in both man power and finances that the Bureau of Land Management is now operating under. We do feel however that the Bureau of Land Management has an excellent cadre of trained and professional men quite capable of expanding and training others.

Private management or contractors, we feel, have absolutely no place in the operation of such a project as we propose. We have several examples near our homes of private enterprise managing public lands for government agencies, these examples are not heart warming to say the least. The concerns who manage these lands have one motive and one only,

that is profit taking and in a big way. We would wish better for ourselves and others who would be using this land. Again we say the Bureau of Land Management is the logical and most suited agency to undertake this project.

We can well imagine what our State and National forests would be like if they were all managed by contract or private enterprise.

3. WHAT IS NEEDED

Land, of course, is our primary objective in this project. Land that lends itself to the development of motorcycling trails, hill climbing, enduros and just plain family type riding. It should include some sand, hills, mudholes and terrain that will offer a challenge to the better or more exuberant rider. This land should be of a nature that resists erosion and tracking. Perhaps this land designated for motorcycle use could be of a poorer quality and with as scant a vegetation growth as possible consistent with normal needs.

4. CAMP FACILITIES

Each area will, of course, need an adequate camping and parking area in the case of an enduro or other club event being held at one of these facilities, a rudimentary pit area will be necessary which should be a reasonable distance from the camping area. We also suggest that the camping area be kept as natural and simple as possible, water, sanitary facilities and some shade. It is our opinion that these areas be opened and operated as economically as possible, therefore, we suggest some thought be given to a system of requiring each camper to haul away his own refuse. It would seem reasonable to assume that if he could haul it in he could haul it away. Perhaps a plastic bag could be issued to each vehicle upon entry for the removal of his own refuse.

5. LAND EVALUATION

Each parcel of land under consideration should be thoroughly evaluated before being designated for any specific use. Much of great historical value has been lost in the past due to indifference and the lack of proper evaluation. Each piece of new ground could quite possibly hold a wealth of geological, mineral and historical material. In any case this should be determined before any designation of use is made.

6. PLANNED USAGE

We realize this land we are attempting to open and develop is the last of its kind in our country, and that it will have to be kept, to the best of our ability, in an undestroyed and natural state for the many, many generations of people yet to come who must be afforded the same opportunity to enjoy these vast recreational areas as we have.

7. EROSION AND ROTATION

Properly planned usage will, at least in part, cut down on the several problems we will be faced with. The problem of erosion will, of course, be cut greatly by a wise choice of the areas to be used by off road vehicles. We do, however, wish to propose a system of land rotation whereby a section or area that has been used and possibly torn up over a period of years could be closed completely and with the aid of the proper personnel and their equipment be allowed to rehabilitate itself in a like number of years.

8. DUST POLLUTION

Again the proper use of land will have a great bearing on dust pollution. Further controls than this are somewhat hard to imagine. We off road vehicle operators certainly wouldn't care for oiled or paved trails and riding areas as has been proposed by some.

9. WATER POLLUTION

Adequate laws are already in existence to cover the problem of water pollution as far as man is concerned. But again we go back to the choice of land and area rotation to keep water courses from being polluted with soil from erosion. No doubt further study on this problem, when the time comes, will develop adequate controls.

10. NOISE AND AIR POLLUTION

For off road vehicles, noise and air pollution will go hand in hand. Off road vehicles being what they are, develop a lot of noise, particularly in numbers. The drivers of Dune buggies and riders of motorcycles dearly love to hear the crackle of a well tuned engine minus mufflers. This we are afraid, is something that is definitely going to have to be

strictly controlled on public land. We know from past experience that people who do not have our passion for these sports are not at all enthralled by these sounds.

Air pollution is a very serious problem that hangs over the Southern part of our state in an ever increasing density. So far nothing that has been done seems to have had much total effect on this problem. The automobile industry in the past few years has made a rather sad and definitely half hearted attempt to provide exhaust emission controls for automobiles. Nothing much has evolved from this except a few million bad running engines. The motorcycle industry has, to the best of our knowledge, done absolutely nothing along these lines. Again we suggest that due to the size and location of these recreation areas that this problem be relegated to future study and possible controls.

11. LAND POLLUTION

Land pollution is a huge, unending and expensive problem. The forces best able to cope with this have long and to a considerably successful degree been at this. We feel that the National Forest Service has been doing a very good job and suggest that management pattern its efforts along their lines.

12. SAFETY

Possibly the most important single facet of motorcycle riding in an area as has been proposed is safety. Speed controls should be implemented and enforced. Riding in the camping area should be strictly controlled or prohibited. Rules, speed limits and other regulations governing the operation of motorcycles should be prominently displayed at entrances or campsites, trail systems should be so designed and laid out so as to minimize blind spots, hillside crossings and spider webs as much as geographically possible. Trails lay out is of the utmost importance.

Perhaps when a new area is to be opened the Bureau of Land Management would consider inviting a responsible club or group of individuals to advise and assist in laying out a trails system.

13. LAW ENFORCEMENT

We have no way of knowing just how much outside law enforcement for any given area would be available to the

Bureau of Land Management at any given time. However we do know that most all law enforcement agencies, by and large, are undermanned and overworked. We therefore propose that, again as in management, the Bureau of Land Management be expanded to provide complete law enforcement over the areas it will be reasonably expected to police and control. Along with this expansion must be the acquisition of an adequate number of vehicles and special vehicles including aircraft. The personnel involved in this police work should be uniformed in a distinctive and easily identifiable manner. This, in our opinion, will, in the long run, provide the most efficient and economical way of performing this service.

Under the heading of law enforcement, but not necessarily for that purpose, we would like to propose for the Bureau of Land Management's careful consideration, the possibility of forming an auxiliary unit or reserve corps. Carefully screened and selected volunteers could perform jobs that would relieve Bureau of Land Management personnel for other and more technical jobs. We can envision many situations and circumstances that a well trained and readily available unit could be invaluable to the Bureau of Land Management.

A suitable example of one of the services an auxiliary might provide would be a safety inspection of all motorcycles preparing to use Bureau of Land Management facilities. These units might also provide motorcycle mounted area patrols in conjunction with regular Bureau of Land Management law enforcement people during peak use days or periods.

In considering this proposal please take note of the wonderful Coast Guard auxiliary that has been trained and developed over the years. These civilian assistants to the Coast Guard do almost all of the patrolling, policing and inspection work on the inland waterways of California, Oregon and Washington. The monetary and manpower savings to the Coast Guard are truly substantial.

14. LAWS

We suggest that all of the existing laws concerning the Bureau of Land Management and public domain land be thoroughly reviewed by competent authority and that they be re-written and

modified, eliminated and added to as is found necessary. Obviously many of the existing laws are out moded or irrelevant and need updating badly.

Consideration when reviewing and updating these laws should be given to the fact that many of the sports and activities that will be pursued on these public domain lands are relatively new and will require somewhat elastic regulations with room left to back and fill as is found necessary until such time as experience firms up their requirements.

When making and reviewing laws it would be well to consider the possibility that each area or group of areas might benefit from laws tailored to that specific area or group of areas rather than blanket the entire Bureau of Land Management complex with one set of rules and regulations.

15. ACCESS ROADS

Access roads should be kept to a minimum. One road to each area would seem adequate, two at the most. They should be of a narrow width and well engineered to avoid great cuts and gashes on the hillsides. This type and number of access roads should serve two purposes: (a) economy of construction; (b) ease of checking vehicles in and out of specific recreation areas, which will no doubt become necessary as this program develops. Entrance ways to each area should be well and plainly identified along with the rules and regulations governing that specific area.

16 ZONING

We fully realize that many of the interested groups and recreationists will not be compatible with one another. For example, a bird watcher will not be thrilled to death to have a motorcycle scream by his set-up, neither will a sheep grower be completely enchanted when a motorcycle or Dune buggy tears through his flock. We suggest that this will be a management problem. Through careful and intelligent planning we feel all the individual groups can be well served without the interference of other groups. Perhaps even in one area two or more groups could be accommodated by proper zoning. Land rotation could possibly be put into effect to every one's advantage under these circumstances.

17. FINANCING

It is hoped for the most part that the Bureau of Land Management

will be able to budget, through regular legislative channels, for the necessary funds to develop, operate and maintain these recreational areas. Our function is not to try to instruct the management on how to perform its business. However, may we suggest some sources that we can, as tax payers, feel from day to day: (a) gasoline taxes, who can dodge this one? (b) import tax on foreign built motorcycles which incidently account for somewhat over 90% of the total sales in this country.

We suggest too that in areas that have been developed by the Bureau of Land Management, i.e. one that has adequate campsites, water, sanitary facilities, trails and roads, that a modest fee be charged each user by the day and/or that a pass or ticket for all areas good for a year or season be offered.

That any group, organization, or club that desires to hold an event or meet for which an entry fee or spectator fee is to be collected, be required to register with the area management for each meet or event so that management may sanction and control use of the facilities and that a portion of the fees collected, the amount to be determined by a joint committee of the groups and organizations and the area management, be returned to the management for park maintenance and operation.

18. EDUCATION

Here we enter into a field which we as outdoorsmen consider to be of primary importance and with a vast potential. Many years ago this land that the Bureau of Land Management now controls was considered waste land and in most cases not worth the taxes. Now with our highly mobile and affluent society blessed with more leisure time than ever before this territory is being viewed as a large and wonderful playground, and quite rightly so, but only if this can be provided consistent with good land management. Many generations yet to come must also be able to enjoy and use this big playground.

We believe the management will be fully justified in requesting an adequate amount of funds for public relations and education. In the line of public education we always have the great one-eyed monster, television, which has a very enviable record of sales promotion. Apparently television can sell anything, even slow death, so why not education? Thirty second and one minute plugs between programs and perhaps complete programs similar to those projected by Channel 9 could be of great educational value to adults.

We also have possibilities at the sports shows, county fairs and other public gatherings to push the Johnny Horizon theme. Posters and bulletin boards at all Bureau of Land Management managed areas could also be utilized. In other words, a good public relations department will be needed.

We feel that a program tailored to the younger grade school children and presented at each and every school at least once a year, perhaps similar to the programs presented by local and state fire departments. These we know, from individual experience, have a great impact on children at this age level. This could be followed up in the high schools about the time or along with driver training classes. Here too, in the field of education and under the direction of the Bureau of Land Management, might be a logical place for an auxilliary unit to provide man power for this type of work.

19. SUMMARY

We have attempted in the preceding pages to try and express our feelings and views on the problems confronting the development and expansion we seek concerning the Bureau of Land Management and the large territory it now controls. We wish that more time could have been allotted to us for the necessary development of this material. We would like to thank the Bureau of Land Management for inviting our thoughts, views and advice on this project.

STATEMENT
by
ROGER K. MITCHELL
Representing Sierra Club

INVENTORY

In determining what areas should be open to what kind of off-road vehicles, the Sierra Club generally takes a "biological approach" rather than "recreational approach". Prior to classification, we feel each area should be carefully examined to determine what factors make it unique and different. Particular emphasis should be placed on plant and animal ecology to determine that the proposed use will not cause irreparable damage to the natural scene.

Recognizing that the BLM has limited funds and manpower resources, we suggest that a study council be established for each area under consideration. Each representative should represent an area of specialized knowledge. To help reduce costs, members should come mostly from other governmental agencies such as: U.S. Fish and Wildlife Service, State of California Department of Fish & Game etc. Of course there would be BLM personnel specializing in recreation, range management etc. Knowledgeable persons in the field of archeology and history might be solicited from universities or historical societies.

When the specific area is examined (in the field as well as the literature) in terms of these specialized topics, the committee can sit down and make its recommendations for the most effective management policy. The BLM should then decide if the area is best suited for one specific use (and if so are other uses incompatible) or would the area lend itself to the multiple use concept. Once the overall picture has been studied and the best possible land use decided, then it should be easier to superimpose a set of vehicle use restrictions consistent with the overall picture. As each area is likely to be different and unique unto itself, each will have to be considered individually, although the same general criteria can apply to all.

MANAGEMENT

I suggest three broad land use classifications with regard to off the road vehicle use.

- A) Protected Areas A place where all motorized vehicles would be prohibited. Such areas should have their boundaries carefully defined by signs informing the visitor not only that motorized vehicles are prohibited but why. Such areas might include:
- 1 Waterholes and specific biological habitats where common and rare and endangered species could find a refuge in which to survive and perpetuate their species. If not specifically prohibited, camping in such areas should be discouraged by the prohibition of access roads, and vehicles. Depending on the individual case, such areas might be as small as a few acres or as large as a few square miles.
 - 2 Historic, Natural, or Scientific Sites In such areas vehicles would cause irrevocable harm to some specific feature. Access to the general public might be restricted to foot traffic only or prohibited entirely depending on the nature of the site. Such areas would probably be small in size.
 3. Wilderness Areas These areas would be similar to those in our National Parks and Forests. These would be scenic or otherwise interesting places where present and future generations could come and enjoy the landscape as it was before the invention of blacktop and the neon tube. Although their number need not be great, we feel the California desert realm needs at least one such reserve.
- B) Restricted Areas These are regions that can stand a certain limited use by various special interest groups, including motorcycle clubs etc. In such areas it might be advisable to restrict and limit the development of improvement of visitor facilities and roads. Here off the road vehicles might be restricted to already established roads. It is recognized that exceptions might have to be made for other land user groups such as mining, grazing etc.
- C) Controlled Areas Regions where the land can accommodate a wide variety of recreational vehicle use with no harm

STATEMENT

by

A. V. "AL" SCHIAVON

Representing California Wildlife Federation

Following are 7 points for the committee's recommendation:

1. The Bureau of Land Management must recognize off-road motor vehicle travel as a form of recreation use and as a means of travel to and from recreation resources in relatively undeveloped roadless areas.
2. The B.L.M. should utilize the studies made by the United States Forest Service and the California Department of Fish and Game which recognize that uncontrolled off-road motor vehicle travel can cause erosion, damage to young timber and forage, impair recreation values, and adversely affect fish and wildlife resources.
3. Efforts must be made to get proper funding so that B.L.M. District Offices can be properly staffed to inventory, supervise and control the use of Natural Resources, and they must also be held responsible for studying the effects of off-road travel in each part of the area under their administration. The District Manager must determine if off-road use in any area is in the public interest by making an appraisal of public benefits.
4. If the B.L.M. District Manager determines the need for a cross-country closure, a specific trail closure, or other type of restricting closure, he should request the B.L.M. State Director to make such closure. The B.L.M. State Director must take closure action if he feels the closure action is necessary or desirable for the prevention of erosion, protection of Natural Resources, or furtherance of other authorized Bureau of Land Management activities.
5. The Bureau of Land Management, in general, should continue to approve off-road travel, without restrictions, in unclassified areas, by whatever means the public may choose. Restrictions must be and should be developed only upon demonstration of need.

6. In some Bureau of Land Management districts the need for control may be greater than in others. In any inventory of Districts, it might be necessary to follow U.S. Forest Service policies and classify large areas designated as Watershed Protection Areas. Within this area, cross-country motor vehicular travel is not permitted. Travel is authorized only on developed roads and approved vehicle-ways. The vehicle-ways are permitted where they can be developed without detriment to the purposes for which the Watershed Protection Area was classified.

I point out as an example: On the Sierra National Forest in California there are approximately 100 miles of these vehicle-ways within the Watershed Protection Area. In effect, these "ways" are still providing off-road, cross-country recreation use.

7. In Districts where areas have not been classified, it will be difficult to have rules to go by. You will have no restrictions on road and trail use or cross-country motor vehicular travel. If use develops to the point where it is detrimental to a particular area, the procedures outlined in items 3 and 4 should be followed to correct the situation. I feel, however, that most of the problems can be handled by:

1. Using an educational campaign to inform users of the problem.
2. To cooperate with them in working out satisfactory solutions.
3. Policing and enforcement of any agreements or solutions reached.

STATEMENT

by

RON SLOAN

Representing American Motorcycle Association

1. Rules and Regulations - Effective January 18, 1969

- A. Thorough review is necessary, the rules and regulations as written, are general in nature to fit situations throughout the United States. Since we are most concerned with problems in connection with public lands in California and California only, the council should review the rules and regulations with this fact in mind. This should be one of the last items of business otherwise the "cart is before the horse" and we are preempting intelligent planning procedures.

2. Planning by BLM

- A. The Bureau to date has done an exemplary job in as far as their planning program has gone. It appears, however, that the planners are approaching the various problems with preconceived ideas of what the needs of the general public are. The planners must remove any preconceived ideas from their thinking and give careful consideration to the positive aspects of off the road vehicular use along with the negative aspects, but they should be weighted equally.

The council with their varied talents and knowledge of the uses made of our public lands are in an excellent position to provide the Bureau's planners with factual data for input into their program.

3. Inventory

- A. Should not be limited to a survey of just off road vehicle use, but total use.

- (1) What other uses are being made of our public lands (particularly desert areas).
- (2) Frequency and number of users.
- (3) Do these other uses employ any type of off the road transportation.

- B. When considering conflicts with various user groups, one must know what is the total use of public land, and who uses it.

- (1) Public lands also must be broken down into types of public lands - as many people will frequent national forests and lakes, but it is an entirely different individual that enjoys the use of the desert areas.

4. Management

- A. Specific consideration and or criteria is somewhat difficult to establish until the nucleus of a program for the various uses is tentatively established.
- B. A consideration to be kept in mind is the cost of said management. The cost should not exceed the benefits derived therefrom.

5. Random Thoughts

- A. The Bureau's programs suggested thus far, call for a closure of the majority of the public lands and specific areas to be designated for all the road use. In theory this appears to be the simplest of methods to control the use. Unfortunately, this is the most difficult method from several standpoints.
- (1) Isolation concentrates the use in a given area, thus increasing the impact upon the lands. Constant repetition of use in a given area creates boredom. The pioneering spirit is lost.
- (2) Policing becomes a costly and difficult process. The Bureau would have to staff up to patrol the remaining public lands to keep Off The Road Vehicles away from this area.
- B. A more workable method would be to leave open the majority of public lands for Off The Road Vehicle use and isolate the areas where:

the natural resources should be protected.

the ecology is such that it will not support vehicle use.

camping and hiking facilities would create a conflict.

areas of natural beauty could be harmed by this use.

The BLM would then only have to patrol these particular areas to assure their preservation; a smaller staff of personnel would be required thus effecting a monetary savings to the taxpayer.

- C. A method of registration for vehicles or by individuals could be initiated. This would create the means of communicating with the majority of users. Initially, the public would have to be informed of the requirement for this registration. This could be accomplished by enclosing a mailer along with motor vehicle license renewals. Newspaper and T.V. media could also be utilized.

The program could be patterned after the "Golden Eagle" passport which would encompass a code of ethics. If a fee is charged, it should be kept to the minimum. The funds generated by this method should be utilized in the areas where the funds were created, namely BLM public lands.

D. Education and Cooperation

(1) Education

- a. Pride in ownership and participation. Themes such as our land, our program, etc.
- b. User groups that are organized would be invaluable in assisting in the dissemination of information to others.
- c. Programs prepared by BLM should not be general in nature but specific, i.e., one for the desert areas, one involving cattle and sheep areas, etc. Programs should emphasize the rights of each type of user and how the user's should conduct themselves on public lands.

- d. The educational process should begin in the elementary schools, films field trips, etc. The children will then be able to assist in the education of their parents.

(2) Cooperation

- a. Create and perpetuate an image of friendliness and helpfulness, beware of the "Big Brother" stigma.
- b. The general public will more readily respond if asked to assist - not told what to do.
- c. Newsletters keeping people informed and continually asking for suggestions to improve the program.

STATEMENT

by

GEORGE S. STRAUCH

Representating the California

Federation of Mineralogical Societies, Inc.

I have looked over the inventory forms and have some suggestions which regard them. It appears to me that the questionnaire is designed primarily for the vehicle user who participates in vehicle events. My group and others use the off-road vehicle as a utilitarian vehicle to carry them off the paved road to a point where they can pursue a hobby or a sport. I believe the questions listed below should be asked to obtain data from this type of user.

On page one, two and three I believe the following should be added:

Are your vehicles used for transportation to a remote area where you pursue a sport or hobby which does not require the use of an off road vehicle? Yes _____ No _____

Name of hobby or sport _____

Do you plan to camp on Public Land? Yes _____ No _____

Location of camp _____

Are sanitary facilities provided by yourself or your group? Yes _____ No _____

Have you made plans to haul your garbage away upon leaving? Yes _____ No _____

I believe it would be helpful if we elaborate upon the term off-road. By this I mean to describe the term to apply to the use of vehicles on dirt and gravel roads, trails and upon open country. Some people with whom I have talked are a bit confused by the term off-road.

It has been suggested by members of our organization that they would be willing to use fewer vehicles to reach remote areas by meeting at a central point and pooling off-road vehicles. Perhaps this would work for other groups as well.

The California Federation of Mineralogical Societies is strongly in favor of the council adopting a code of ethics relating to the use of off-road vehicles. Our Federation operates according to a code of ethics which is widely publicized in the bulletins of our many Societies.

Mention should be made again that access to off-road areas should be provided for when highway fencing is planned. Access has been cut off from gemstone and mineral collecting areas in the past merely because of lack of representation in the planning stages of roadways.

The question was asked on how information could be gathered for the inventory. It is believed by this member that information should be gathered by properly authorized federal personnel. It has been the experience of this Federation that member societies cannot be relied upon to fill out and return a large percentage of questionnaires.

Our Federation will be holding one of its twice yearly meetings on July 25 but I do not plan to ask questions of the group which would regard off-road vehicles. I would rather wait until the council is past the planning stage and a more positive approach can be made to our members.

I am looking forward to attending the next meeting on August 13th.

LIST OF GENERAL QUESTIONS

1. What are the best ways to obtain general cooperation of unorganized groups; unorganized individuals?
 - (a) local councils
 - (b) public review of proposed plans
 - (c) other means
2. What constitutes an organized event and what cooperation, coordination, and liaison relationships should be set up to assure proper authorization, management, and cleanup or rehabilitation?
3. How should education be brought into the process?
 - (a) by user groups, auxiliaries, other.
 - (b) BLM sponsored
 - (c) commercial interests, etc.
 - (d) thru codes of ethics
4. How should a proper management program be financed and people obtained to assure success.
 - (a) entirely by public fund appropriations
 - (b) actual user contributions
 - (c) a permit or fee system
 - (d) private grants, or support
 - (e) other - use of concessionaires
5. Assuming limited funds, what should be done first?
 - (a) management only on whole area
 - (b) management and development on specific areas
 - (c) management only on specific areas
 - (b) other items such as information and education first

6. How should the public be informed and by whom?

- (a) user groups
- (b) various media of T.V., radio, films, etc.
- (c) others

7. What avenues of coordination should be explored such as with

- (a) state organizations
- (b) private landowners
- (c) other government agencies
- (d) other

8. What should be done to achieve enforcement and who should carry it out.

- (a) local
- (b) local supported by other funds
- (c) state
- (d) federal
- (e) other

9. What are the changes needed in legislation and regulations, if any?

- (a) by federal
- (b) by state
- (c) by local

2800 Cottage Way - Room E-2841
Sacramento, California 95825

We need your help in gathering information such as: what types of off-road vehicles use public lands, where they come from and the frequency of use.

Thank you.

J. R. Penny
State Director

BUREAU OF LAND MANAGEMENT
OFF-ROAD VEHICLE USE SURVEY

1. TO BE COMPLETED BY: ☐ Individual User Date form Completed _____
☐ Head of Family
☐ Organized Group Leader
2. LOCATION OF HOME OR GROUP HEADQUARTERS: _____
 (If group, name of group)
3. TYPE OF OFF-ROAD VEHICLE:
- ☐ Pickup ☐ "Jeep" Type ☐ "Large" Cycle
☐ 4 WD Station Wagon or "Carry-All" ☐ "Tote-Gote" Cycle ☐ Other _____
☐ Dune Buggy ☐ "Trail-Bike" Cycle
4. IS YOUR OFF-ROAD VEHICLE USED PRIMARILY FOR:
- ☐ Transportation to a Particular Area
☐ For Use After Arriving at an Area

5. NUMBER OF PERSONS IN FAMILY OR GROUP WHO RIDE VEHICLES: ☐ up to 12 years ☐ 20 to 45 years
☐ 13 to 19 years ☐ over 45 years

6. IF YOU GENERALLY USE ONE PARTICULAR OFF-ROAD USE AREA, PLEASE GIVE GENERAL LOCATION: _____

A. FREQUENCY OF VISITS: ☐ Twice a month ☐ 2 to 3 per yr.
☐ One per month ☐ One per yr.

B. OTHER AREAS USED: _____

AND FREQUENCY OF USE: _____

7. MAJOR SEASON OR SEASONS OF USE: ☐ Spring ☐ Fall
(List in order of actual use, ☐ Summer ☐ Winter
such as: 1 2 3 4)

8. WHAT KIND OF RIDING DO YOU DO: ☐ Short Rides ☐ Undeveloped Cross-Country
☐ Developed "Trails" ☐ Competition Events

9. IF INDIVIDUALLY OR AS A FAMILY HOW OFTEN DO YOU PARTICIPATE AS A SPECTATOR AT VEHICLE EVENTS: ☐ Never ☐ 2 - 3 Times
☐ Once a Year ☐ Other _____

10. WHAT TYPE OF TERRAIN DO YOU LIKE TO RIDE ON:
(List by number in order of preference, or combinations)

☐ Flat Land ☐ Steep Hills ☐ Timber Lands
☐ Rolling Land ☐ Open Land ☐ Sand Dunes
☐ Moderate Hills ☐ Brush Covered Land ☐ Other _____

BLM LIBRARY
RS 150A BLDG. 50
DENVER FEDERAL CENTER
P.O. BOX 25047
DENVER, CO 80225

Bureau of Land Management
Library
Denver Service Center

BORROWER'S CARD

91.66 .M448 1969b c.2
C (Organization : Calif.
) Meeting 1969 Aug. 13 :
Meeting, August 13, 1969,
Sacramento

BORROWER	OFFICE	DATE RETURNED

(Continued on reverse)

GV 191.66 .M448 1969D C.2
ORVAC (Organization : Calif.
) Meeting 1969 Aug. 13 :
Meeting, August 13, 1969,
Sacramento

BLM LIBRARY
RS 150A BLDG. 50
DENVER FEDERAL CENTER
P.O. BOX 25047
DENVER, CO 80225

